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ABSTRACT

This review of effective practices in state-wide systems change was conducted as part of the PEERS (Providing Education for Everyone in Regular Schools) Project, a 5-year collaborative systems change project in California to facilitate the integration of students with severe disabilities previously at special centers into services at regular school sites and to facilitate the integration of students in special classes in regular schools into general education. A "Systems Change Review Tool" was developed in cooperation with major systems change efforts in 16 states. Critical activity areas identified and verified by this measure constitute the main sections of the manual, addressing: (1) Facilitating Locally Owned Change (Ann Halvorsen); (2) Increasing Awareness and Knowledge of Best Practices (Ann Halvorsen); (3) Supporting the Implementation Effort (Morgan Alwell); (4) Promoting Collaboration (Morgan Awell); (5) Dissemination Activities (Morgen Alwell); and (6) Evaluation Change (Patricia Karasoff). Within each section, information is provided on: a rationale for the activity's inclusion in a comprehensive approach to systems change; a narrative describing relevant strategies with examples and case studies; and an annotated listing of selected strategies utilized across the states within each critical activity area. Appendices provide a directory of systems change projects, a list of products from system change projects, and sample systems change discrepancy analysis worksheets. (Contains 59 references.) (DB)

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SYSTEMS CHANGE: A REVIEW OF EFFECTIVE PRACTICES

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December, 1992

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PREFACE

STATE-WIDE SYSTEMS CHANGE: A FEDERAL STRATEGY FOR INTEGRATION AND INCLUSION

By:

Anne Smith & Pat Hawkins
U.S. Department of Education

The Statewide Systems Change priority is a critical element of a Federal strategy to ensure that all children, including students with severe disabilities, are provided with equitable educational opportunities. The purpose of this priority is to encourage large scale adoption of state-of-the-art educational practice and is viewed by many parents and professionals as their best vehicle for movement from segregated to integrated educational and related services. In FY 1987, the Office of Special Education Programs (OSEP) expanded ongoing Federal initiatives to promote positive outcomes for students with severe disabilities by increasing the project period of the Statewide Systems Change priorities to five years and establishing a funding priority for a research institute on the placement and integration of children with severe disabilities. This expansion was driven by many factors including OSEP analysis of State placement data which indicated that significant numbers of children with severe disabilities continued to receive their education in separate classrooms and facilities despite the least restrictive environment (LRE) provision of the Education of the Handicapped Act (EHA).

Background

Prior to 1987, under the authority of EHA, OSEP had employed a variety of strategies to ensure that students with severe disabilities received appropriate educational and related services. Among these strategies were funding priorities for Personnel Preparation, Model Development and Demonstration, Technical Assistance, Inservice Training, LRE, and Statewide Systems Change. From FY 1980-86, the Statewide Systems Change projects were of three years duration and were intended to improve existing service delivery systems based upon a thorough State systems analysis. The Statewide Systems Change priority required States to design, implement, evaluate, and disseminate an improved comprehensive model for Statewide delivery of educational and related services for students with severe disabilities. Although some of these projects did develop implementation plans to install best practice within their States, it became evident that they were having minimal impact on State systems and were reaching small numbers of children. OSEP analysis of these projects revealed that Statewide Systems Change efforts were labor intensive and required:

(a) modifying multiple systems within the State;
(b) changing State policy and procedures;
(c) establishing collaborative relationships with LEAs wanting technical assistance to install integrated programs;
(d) changing attitudes among key stakeholders including parents, teachers, and administrators; and
(e) developing and modifying school and community referenced functional curricula.

OSEP determined that integration was progressing in stages; although children with severe disabilities were moving from segregated facilities to general education campuses, there were frequently placed into classrooms which were completely separate from their nondisabled peers. States that had undertaken systems change efforts requested further Federal assistance to ensure physical, social, and academic integration of students in general education campus settings. These factors led OSEP to lengthen the Statewide Systems Change project period to five years and establish a concurrent research institute to (a) investigate school placement patterns for children and youth with severe disabilities to determined factors that contribute to integrated school placement, (b) conduct research on promising practices in integrated settings, and (c) provide technical assistance to Statewide Systems Change projects.

Statewide Systems Change

Between FY 1987-90, sixteen States received Statewide Systems Change awards and establish collaborative relationships with the California Research Institute (CRI). The network of Statewide Systems Change projects and their project years are listed below.

1987-1992	California, Colorado, Illinois, Kentucky, Virginia
1988-1993	Indiana, New Hampshire, Vermont
1989-1994	Hawaii, Michigan, Utah, Washington
1990-1995	Arizona, New York, Pennsylvania, South Dakota

The activities of these Statewide Systems Change projects and CRI have created a synergistic momentum that has driven state and local school reform efforts across the nation by:

- increasing the physical integration of students with severe disabilities within age-appropriate general education campuses;
- increasing the social integration of students with severe disabilities with their nondisabled peers in school and community settings;
- increasing the academic integration of students with severe disabilities with their nondisabled peers in school and community settings;
- increasing the capacity of State and local education agencies to provide effective educational and related services to children and youth with severe disabilities;

- empowering parents to be actively involved in planning and implementing their children's inclusive educational programs;
- promoting collaborative relationships among students, parents, general and special education teachers, related service personnel, and building level personnel; and
- promoting collaborative relationships among professionals from local and state education agencies, adult service agencies, and universities.

Remaining Challenges

Reynolds (1988) summarizes the history of special education as a steady, gradual movement toward "progressive inclusion" from segregated service delivery patterns to increasingly integrated or inclusive arrangements. During the 1980s, the drive toward integrated education was generally viewed from two philosophical perspectives. The first was "values driven" and was based on the belief that integrated education was a civil right or an entitlement for all students. The second was "educational outcomes driven" in which integrated education was considered an effective means of achieving desired outcomes for students. As we move further into the 1990s, these two perspectives are merging into a strong, accelerating parent and professional movement promoting inclusive education for all children, including students with severe disabilities. Inclusive educational programs require changes from both general and special education to develop dynamic strategies and to restructure or "stretch the system" as educators accommodate students with diverse learning characteristics.

Systems Change: A Review of Effective Practices

CRI and the Statewide Systems Change projects have worked collaboratively to bridge the gap between research and practice by developing, validating, and disseminating information about systems change, school restructuring, and installation of state-of-the-art educational practices for students with severe disabilities. Their collective efforts have dramatically increased our understanding of these complex issues and have equipped us with strategies which promote systems improvement and change. CRI and Statewide Systems Change efforts have expanded our vision of what is possible by creating integrated and inclusive school communities across the nation. The strategies developed and implemented during the past five years are described in this monograph, *Systems Change: A Review of Effective Practices*, and will prove extremely valuable to schools and communities that wish to support the adoption and utilization of improved practices to realize this vision.

INTRODUCTION

By: Patricia Karasoff

Across the country a great deal of energy and expertise is expended on efforts to "change" educational systems to insure students with severe disabilities are being educated in integrated and inclusive environments. These initiatives are taking place nationwide. The federally funded systems change projects alone represent change initiatives occurring across 16 different states. Just talk with anyone who has or is currently engaged in an effort to initiate change and integrate an educational system, and you will detect a theme; the process is very complex! How then, given the dynamic nature of change, does one approach the challenge?

The "change agents" themselves are clearly the keys to a successful initiative. What strategies do these individuals who have experienced success use to facilitate change? The results of focus groups conducted by the California Research Institute in 1990 with 25 "change agents," representing 16 states with federally funded systems change projects (see page iii for listing), revealed the existence of several key activities. These have all been derived from initiatives with a common goal; to significantly increase the number of students with severe disabilities who are being educated in integrated and inclusive environments and to improve the educational services being delivered to these students. The activities displayed in Figure A-G emerged as essential aspects of successful systems change initiatives.

To examine these strategies more closely, CRI carried out several activities to document and describe these key components of systems change. In the fall of 1991 CRI developed a matrix utilizing the seven critical Systems Change Activity Areas displayed in Figures A-G. This matrix described in detail the strategies currently in use across the 16 systems change projects within each activity area. To validate the accurateness of these descriptions and to enhance them, CRI developed a Systems

Figure A
Activities to Facilitate Locally Owned Change

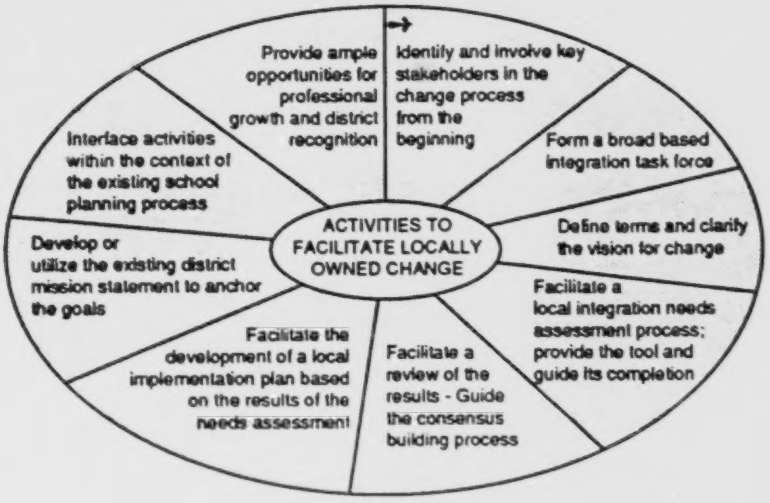
ACTIVITIES TO FACILITATE LOCALLY OWNED CHANGE
Identify and involve key stakeholders in the change process from the beginning
Form a broad based integration task force
Define terms and clarify the vision for change
Facilitate a local integration needs assessment process; provide the tool and guide its completion
Facilitate a review of the results - Guide the consensus building process
Facilitate the development of a local implementation plan based on the results of the needs assessment
Develop or utilize the existing district mission statement to anchor the goals
Interface activities within the context of the existing school planning process
Provide ample opportunities for professional growth and district recognition

Figure B
Activities to Increase Awareness and Knowledge of Best Practice

ACTIVITIES TO INCREASE AWARENESS AND KNOWLEDGE OF BEST PRACTICE
Skill Building
Awareness
Promote conference attendance
Provide regionalized "Best Practice Forums"
Develop content specific "training modules"
Coordinate with teacher training institutes: Develop and teach courses
Conduct summer institutes
Provide leadership training
Provide awareness training within existing district staff development courses and school specific inservice training sessions
Present information in a variety of formats to a wide array of stakeholders
Provide opportunities for teachers, parents, administrators, and other relevent stakeholders to visit "exemplary" sites: Seeing is Believing!

Figure C

Activities to Support the Implementation Effort

- Modify or develop new policies to support change
- Develop programmatic guidelines
- Modify job roles and descriptions
- Develop regional demonstration/implementatin sites
- Modify service delivery structure and resource allocations

Figure D

Activities to Increase Capacity and Build Networks

- Facilitate site networking meetings across the state
- Develop building-based support teams
- Create district-wide "cadres" of expertise
- Promote visitations within and across district for new ideas
- Share resources, videotapes, newsletters, books, etc.

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Figure E
Activities to Promote Collaboration

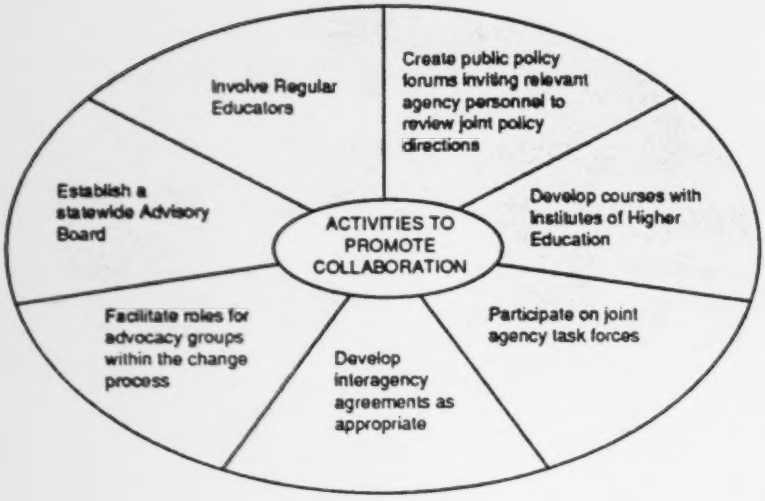

ACTIVITIES TO PROMOTE COLLABORATION
Involve Regular Educators
Create public policy forums inviting relevant agency personnel to review joint policy directions
Develop courses with institutes of Higher Education
Participate on joint agency task forces
Develop interagency agreements as appropriate
Facilitate roles for advocacy groups within the change process
Establish a statewide Advisory Board

Figure F
Dissemination Activities

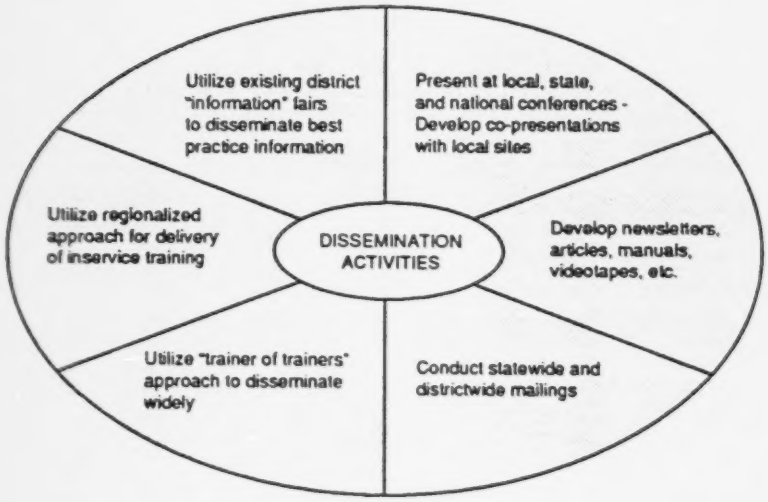
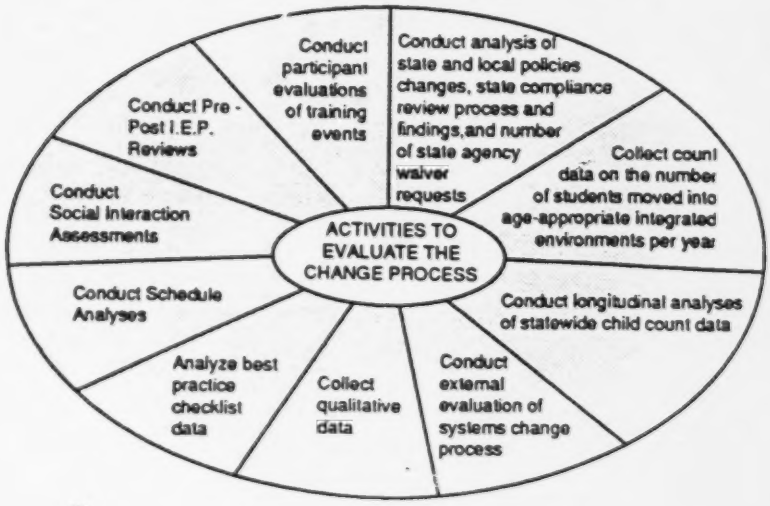

DISSEMINATION ACTIVITIES
Utilize existing district "information" fairs to disseminate best practice information
Present at local, state, and national conferences - Develop co-presentations with local sites
Develop newsletters, articles, manuals, videotapes, etc.
Conduct statewide and districtwide mailings
Utilize "trainer of trainers" approach to disseminate widely
Utilize regionalized approach for delivery of inservice training

Figure G
Activities to Evaluate the Change Process


ACTIVITIES TO EVALUATE THE CHANGE PROCESS
Conduct participant evaluations of training events
Conduct analysis of state and local policies changes, state compliance review process and findings,and number of state agency waiver requests
Collect count data on the number of students moved into age-appropriate integrated environments per year
Conduct longitudinal analyses of statewide child count data
Conduct external evaluation of systems change process
Collect qualitative data
Analyze best practice checklist data
Conduct Schedule Analyses
Conduct Social Interaction Assessments
Conduct Pre - Post I.E.P. Reviews

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Change Review Tool (Karasoff, 1991). This tool was used to collect additional information and verify existing information (from the matrix) on states' activities. Each of the 16 states was contacted to verify the information outlined on the review tool. The tool was sent to the state systems change coordinator for review and was returned to CRI with additions and corrections. All 16 states participated in this process. As a result of this activity CRI has developed this manual.

The purpose of this manual, "Systems Change: A Review of Effective Practices," is to describe and document these activities and strategies. Therefore, the critical activity areas identified and verified through the information collected on the Systems Change Review Tool constitute the main sections of the manual and are presented in the following chapters: (1) Facilitating Locally Owned Change; (2) Increasing Awareness and Knowledge of Best Practice; (3) Supporting the Implementation Effort; (4) Promoting Collaboration; (5) Dissemination Activities; and (6) Evaluating Change. The activities under the area originally described as Activities to Increase Capacity and Build Networks have been incorporated within the other six chapters.

Within each chapter the following information is provided: (a) a rationale as to why this critical activity area is pertinent with an overall comprehensive approach to systems change; (b) a narrative describing each of the strategies that falls under the critical activity area – these descriptions are highlighted with examples of specific strategies utilized in selected states along with illustrations utilizing actual case examples of implementation; and (c) an annotated listing of selected strategies utilized across the states within each critical activity area.

The authors envision this resource being used in several ways and, therefore, have designed it for multiple uses. Those readers seeking a comprehensive study of systems change are advised to read the entire manual, whereas, those interested in a specific aspect of the change process and related activities should focus in on those

chapters of interest. Furthermore, those seeking references to other states' specific products or strategies are referred to a listing of project products, located in Appendix B, and the listing of Selected Systems Change Strategies found at the end of each chapter. Regardless of how the resource manual is used, we hope you find that it enriches your efforts to undertake the process of systems change.

CHAPTER 1

FACILITATING LOCALLY OWNED CHANGE

By: Ann Halvorsen

True systems change to support the integration of students with severe disabilities within their home schools and communities is synonymous with local ownership of that change. The common understanding and operationalizing of this concept is clear across all of the funded systems change projects that shared their strategies with us. Historically, from the societal change strategies of the 1960's War on Poverty to the current discussion of Enterprise Zones designed to effect meaningful change in inner city communities, the overriding theme has been the importance of indigenous leadership and direction for the design of change. This theme runs as well through the school reform literature, and is a critical component of school restructuring demonstrations as well as the American 2000 initiative (Sailor, 1991, Smith, Hunter & Schrag, 1991).

It reflects good common sense. Clearly, for reform to occur, a district or school must have internal investment in that process, which must in turn reflect and define the district's local vision. In the absence of that local vision, plans often go awry. The exemplary efforts of a rural community to include and support all of their students within general education classes cannot simply be transplanted to an inner city district with its crumbling physical plants and near-bankrupt finances. The planning process may be quite similar, and the desired best practices as well as the outcomes for students in inclusive settings will have many of the same features, but the markers along the way need to reflect the distinct characteristics and the context of each community.

For this to occur, the key stakeholders in the local district must direct the process. While advocacy and litigation have served as catalysts for change across the

United States, these in themselves tend to result in reform of mere pieces of the system, such as a new integrated program in one school, or for one group of children, rather than of the system itself. Eventually, in this scenario, repeated advocacy efforts are needed to support student transitions, or the introduction of additional students to the program. At some point local ownership and planning are needed to move from an adversarial relationship between one group and the system, to lasting internal change.

Similarly, external change agents such as project personnel can facilitate, but not direct the change process. Only the key stakeholders have the required expertise and intimate knowledge of the school community to articulate the philosophy and mission. Superintendents and Board Members know, for example, whether policies exist which may inhibit or provide disincentives to integration as well as how rapidly the district is growing, where new schools are planned, etc. Principals and teachers need to assess their own knowledge base, support, and inservice needs. Parents are the best informed regarding their children's educational priorities. Facilities and transportation personnel have invaluable information to contribute to the change process. The list goes on, but the critical players will differ from community to community and reflect both the vision and the specific nature of each district's concerns.

A locally-driven effort allows for these expressions of concern, and provides the vehicle to address multiple issues throughout the change process. We can expect that individuals will come to the process with differing levels of concern, such as those described by the Concerns-Based Adoption Model (CBAM) (Hord, 1987). In this model, six stages of concern, from awareness ("What are you talking about?") to refocusing ("I can think of some ways we could improve on what we've developed so far") are described, with strategies to respond for each level. A process

for hearing, analyzing, and addressing concerns is inherent to local ownership, and is discussed below.

Once a local vision for change is established an external facilitator such as a systems change coordinator, university consultant or model demonstration project can provide guidance and assistance toward realizing that vision.

Activities to Facilitate Locally Owned Change

Ownership Defined

What are the elements of local ownership? The essential features which we have observed are ***leadership***, ***commitment*** at each level, ***participation*** and ***investment*** in the planning process, and the fit between inclusion and overall ***district reform/restructuring***.

Leadership

Five years ago, in one large urban district of Northern ***California***, there were three categorically grouped segregated centers serving nearly 500 students with severe multiple disabilities from preschool through 22 years of age. Despite overtures by two local universities, critical state and federal compliance reviews and numerous mediations/ fair hearings on LRE issues, the district offered only a handful of integrated classes in its nearly 100 schools. An application was submitted to PEERS, (Providing Education for Everyone in Regular Schools) California's statewide systems change project for technical assistance in its first year, which coincided with the district's selection of a new Director of Special Education by the Superintendent. The Director accepted the job offer with the Superintendent's assurances that change toward integration would be a priority. Within nine months, more than 300 students previously served in isolated centers were attending a range of integrated options in their local schools. Now four years later,

the one remaining center has half of its classes used by general education students. There are over 45 integrated programs across the district, many of which are inclusive in nature. Leadership was the first key to an opening for lasting change. This director's proactive leadership was characterized by several markers: 1) a personal vision for integration grounded in an effective schools framework; 2) a commitment and sense of urgency to realize that vision; 3) an ability to listen and respond to any individual's concern, and to demonstrate her valuing of each concern; 4) demonstrated credibility with her peers and superiors in the district; and 5) her problem-solving orientation. One example: She was able to guide the district's instructional cabinet toward adopting a policy where special education students who are included for one or more periods a day "count" in the teacher's contractual class size, even though they do not "count" for general education Average Daily Attendance (ADA) purposes under the state's funding model. The implications of this are clear: Once 30 students are included, a new general education teacher will be required. This Director was able to convince the cabinet to commit to and adopt the policy despite the Local Education Agency's (LEA) financial constraints.

Commitment

Ownership needs commitment at both grass roots and upper administrative levels, as well as everything in between. This can be fostered by strong leadership at the superintendent, director or board level. For example, consider a recent case in a high growth suburban ***California*** district. Most students with moderate to severe disabilities had attended county-operated programs, the majority of which were situated outside the district until two events occurred during the same year: 1) an active parent was elected to the district's Board of Education, and 2) the county placed a team-taught kindergarten, developed by a general and special educator, in

one of the district's schools. The Board began to question the costs of the county program and wanted to hear more about inclusive/integrated options from everyone involved with the kindergarten. At the same time real grass roots support at the school level began to stimulate inclusion of those kindergartners in first grade and beyond. A year later, other students are being included in middle school; a team is working on short and long term plans to serve all the students who now attend county-operated programs; the Director is retiring and a new proactive replacement is being sought; and collaboration among these special education activities and district restructuring efforts is evident.

Participation in the planning process will also assist in developing investment in the goals of that process, and is discussed in detail below. However, all of us can recall instances where change agents have attempted to work around key players when those individuals were considered to be counterproductive to the process. We must emphasize that creative techniques for obtaining at minimum the representation of all constituencies are essential to the success of the process. A decade ago in one major urban district, systems change and LEA staff made a decision to "work around" a center principal, to basically ignore him during the change process. The problems engendered by this approach were several: a) people hadn't recognized his large base of support, and the subsequent backlash against integration efforts; b) a rumor mill became rampant, i.e., those left out of the process began making up their own stories about what was developing; and c) this constituency had less opportunity than anyone for their concerns to be heard. Perhaps as a direct result of this error, that center remained open with two or three classes for 8 years beyond the integration of 800 other students throughout the district.

Restructuring and Reform

The Regular Education Initiative (REI) of recent years (Will, 1986; Wang, 1988) has been problematic in that the impetus for the reform came primarily from within Special Education (Sailor, 1991). What the REI lacked, to some extent, was correspondence with the concurrent effective schools reform in general education.

New opportunities exist today for a truly shared agenda (Sailor, 1991; Sailor, Gee & Karasoff, in press). The language of change in both general and special education has become increasingly similar, as educators discuss instructional and curricular processes such as cooperative learning, and thematic activity-based instruction, and look to share resources by infusing programs into the whole, with inclusion of all students as a part of each school (Servatius, Fellows & Kelly, 1992; Schattman & Benay, 1992).

Inclusion and integration make the most sense to educators when they are seen as a part of the larger context, where all students benefit. It is incumbent on special educators to examine the fit between their goals and those of general education at state, district and local levels, and to move toward greater alignment of these, using many of the strategies outlined in this and upcoming sections of the manual.

Facilitator's Role

External change agents, such as systems change project personnel, can foster the development of leadership, commitment, stakeholder participation and alignment with restructuring elements if the initial stages of these exist, and as long as this "external authority" is not substituted for the expertise of local practitioners (Elmore & McLaughlin, 1988). Facilitators can do this through several activities. They may:

1) Co-present with staff about integration to critical groups e.g. Boards of Education, Superintendents, Teachers Association, parent advocacy organizations, etc., as is the case in ***Illinois***, ***California*** and ***New Hampshire***.

2) Provide resources and materials for internal use and training e.g. videotapes, articles, research reports, etc.

3) Share resources such as sample plans and best practice guidelines from similar districts.

4) Connect LEA with any local Institutes of Higher Education (IHE) resources for inservice training, and evaluation purposes.

5) Assist with initial needs assessment processes to examine the status of existing integration/inclusion in the LEA by accompanying the director and others on district program visits, talking with staff, discussing needs informally, and becoming visible in the LEA (***Indiana, Michigan, California***).

6) Review LEA Strategic Plan and suggest to Superintendent/Director areas where special education plans could be more fully incorporated.

7) Brainstorm with Director and core steering committee on how to develop a district wide integration planning group or "support team," which constituencies should be represented, how selection process will occur, charge and status of the group, as well as the governance approval process for recommendations and plans developed (***California***).

Participation of Key Constituencies

For the majority of LEAs in systems change project states across the United States which have successfully implemented quality integrated education, involvement of stakeholders in the process is a standard element. As we discussed earlier, the climate for change is enhanced by the local contribution and investment that result from this participation.

Developing a Representative Group

How a district-wide task force or support team is formed will impact directly on its future effectiveness. Several questions can guide districts in this process:

1. *Which Organizations/Departments/Groups Need to Participate in the Plan?*

This decision should be made by the Superintendent with the Director. The groups selected should reflect the nature of the community and probable local priorities or issues. For example, in Solano County ***California***, where the development of integrated preschool options was the top priority, the Integration Support Team reflected that direction. Invited participants included: parents, district/county office of education administrators and teachers, private preschool providers for typical students, federal/ state-funded preschool providers (HeadStart, child development centers), the Early Childhood Education Department and lab school at the local community college, Recreation Department personnel, and so on. These were the people whose buy-in and contributions would be essential to the viability of future options.

Across the states, these groups reflect local structure and organizations. For example, ***Michigan*** forms both a School Coalition (Superintendent, general and special education administrators, teachers, parents, support personnel etc.) and an Inclusion Advisory Group of advocates, parents, and community representatives who live in the district. The first is designed to develop a working partnership to foster inclusive education in school districts in the area, the second makes recommendations, serves as an information source and provides support of local inclusive options.

2. *How Will Representatives of These Organizations be Selected?*

This process will reflect both the status and intent of the effort. For example, if a letter comes from the Superintendent of the LEA to the organization/department requesting an appointment of a representative, this implies top level district ownership and high status of the task force, and selection of the representative can be left to the group itself. However, if the participation of individuals with specific expertise or interest in integration is preferred, then a follow-up phone call by the Director could be made with suggestions of specific individuals. The role of the members (liaison, contributor, communicator) should also be delineated in these initial contacts.

3. *How Will the Charge of the Task Force be Communicated to Them and Throughout the LEA?*

It is critical that participants understand the group's purpose from the outset. The initial Superintendent's letter should state this clearly, e.g., "to design and initiate implementation of quality integrated programming for all students." The LEA also needs to have a strategy for initial meetings where the local vision for integration will be articulated.

4. *Where Does the Task Force Fit Within the District Hierarchy?*

The system for the revision, approval or adoption of the mission and plans developed by the Task Force needs to be in place and communicated to all stakeholders. Local governance structures will determine the process. In a single district, the hierarchy will be straightforward through the levels of the administration to the Board of Education. In multi-LEA consortia or intermediate units this process may be more complex, e.g., through a Directors' Steering Committee to a Superintendents' Council and a Joint

Powers Board of Education. Whatever the process, its steps should be clear to all participants. Too often, teachers and implementers are not informed of their administration's approval process, and are left to wonder who created this policy or that program, or, e.g., what happened to the outcome of their department's curriculum committee.

Integration Task Force Operation

The functions of the task force are multiple:

1) Developing the vision for change;
2) Assessing the current status of integration district-wide in relation to the vision;
3) Consensus building: Moving from mission and needs assessment to policy and goals;
4) Collaboration across constituencies to develop an implementation plan which reflects all key areas;
5) Interfacing with existing district and building level restructuring processes; and,
6) Assisting in implementation of the change process at site levels.

1) Developing the Vision for Change

The ***Michigan*** Inclusive Education Project defines its vision for inclusion concisely: same age, home school, full-time regular education placement with support, and notes that the operational assumptions of this definition are 1) that labels do not define placement and 2) that financial and program support must follow students into the general education classroom (Leroy, 1992). Each project has its definition for integrated education, and a variety of strategies for moving local districts in that direction.

Statewide Systems Change Projects reported that the local vision resulted from a group consensus regarding the desired student outcomes of integrated programs. ***Colorado*** staff concentrate on building a common philosophical base in each school for inclusive education values. Strategies they employed included sharing videos and visiting programs where the vision is "being actualized." ***Indiana*** utilizes a variety of needs assessment survey data to negotiate district site agreements which will reflect an outcomes-driven vision. ***Vermont*** reports that the clarity of the state level mission and goals has been helpful in anchoring the vision and goals at the local level. In ***California*** we have found that the local group often needs to acquire a common information base about both best practices and the status of existing local programs before the vision can be fully articulated. For this reason, concurrent with needs assessment activities, task forces generally spend a third to half of each working meeting in self-education activities such as: having guest speakers or panels from inclusive programs in similar districts, viewing videotapes or slide presentations from other programs which reflect best practices, or hearing from members within the group about local curricular and instructional practices. This facilitates exchange and development of a shared information base that will enable participants to: a) assess local needs; and b) develop a consensual vision or direction.

2. *Assessing the Status of Integration District-Wide in Relation to the Vision*

Multiple tools have been developed by the states to guide this process. ***Colorado's*** Effective Education Model (CEEM) Checklist of Best Practices Indicators is used to facilitate assessment of individual site level quality. Similarly, ***Vermont's*** schoolwide planning process utilizes Best Practice Surveys and Action Planning formats. ***Virginia's*** tools include the

Implementation Site Planning and Review Checklist, and the Administrative Planning and Review Checklist. ***California's*** Integration/Inclusive Education Local Needs Assessment (Halvorsen, Smithey, Neary & Gilbert, rev. ed. 1992) provides an instrument for assessing a) the existing district integration/ inclusion plan, in terms of all areas from facilities and transportation to personnel, student preparation, related services and curriculum, as well as, b) the current status of integrated programs district-wide in the absence of an existing plan. The assessment process is generally by committee, and can include interviews, program observations, and document review by task force members with interest/expertise in specific areas. Site or building level needs assessment in ***California*** is guided by the project's Implementation Site Criteria for Integrated Programs (Halvorsen, Neary, & Smithey, 1991) and its adaptation for inclusive programs developed by PEERS and CRI in 1991 (Halvorsen, Neary, & Smithey, 1991). Each of these tools provides a standard to guide district assessment.

3. *Consensus Building: Moving from Mission and Needs Assessment to Policy and Goals*

In ***Indiana***, data obtained from parent and educator attitude surveys, principal surveys regarding building level training needs, site feasibility studies, after school and summer school surveys are synthesized and brought to the site agreement phase with each LEA to guide the consensus-building process. The local plan or "program model" is then defined through a series of Implementation Planning Reviews which guide local technical assistance efforts. Specific activities are contained within each site action plan.

California, Virginia, and ***Indiana***, appear to have operated somewhat differently than many other states in this activity. In ***California*** and ***Virginia,*** the district Integration Support Team or task force, which represents multiple

sites, develops the mission and implementation plan, including specific goals, activities, timelines and resources required, across all of the critical areas, i.e. Facilities, Transportation, Related Services, Student, Personnel and Parent Preparation, Curriculum Development, Instructional Strategies, etc. This district level plan then moves in two directions: upward through the administrative approval process, and outward to individual school sites to guide their building level planning effort. In ***California***, PEERS observed that the district level support and concrete plan of action was a necessary framework for school level buy-in. In several other states, action planning begins at the building level, as with ***Vermont's*** Schoolwide Planning Process; and the district level process is reported as being less formal in nature in ***Vermont*** as well as in ***Colorado*** and ***Pennsylvania***.

The geographic and/or population size and diversity of many communities has been a driving force in the need for district level planning in ***California***, as in many similarly impacted states, such as ***Virginia*** and ***New York***. Critical changes in the transportation delivery system, strategies for block scheduling to provide related services in general education and community contexts, providing staff development in either extremely large sparsely or densely populated areas are all issues that require overall planning to ensure continuity of programming across sites and age levels. Whether at district or school site levels or both, the most exciting aspect of this process is its collaborative nature.

4. ***Collaboration Across Constituencies to Develop the Implementation Plan***

While all educators and parents participate on teams, from student centered Individualized Education Program (IEP) teams to curriculum and schoolwide planning groups, until recently the vast majority of us received

inclusion, managing challenging behaviors, and systems change. The ***Kentucky*** statewide systems change project has also developed several similar "guidelines," addressing such topic areas as services for children with complex health care needs, quality program indicators for students with moderate and severe disabilities, communication strategies, integrating related services, extended school year services, age–appropriate regular school placement, and alternative portfolio assessment. The ***Virginia*** statewide systems change project has developed programmatic guidelines, as well as a disability awareness manual, a videotape, and "program packets" on: integration, facilitating social interactions, design, delivery and monitoring of effective instructional programs for learners with disabilities, and community-based instruction. Additionally, they have developed manuals for technical assistance providers moving students from segregated to integrated special education sites and to assist local school systems to integrate learners with severe disabilities. ***California's*** statewide systems change project (PEERS) products relevant here include inclusive education guidelines, implementation site criteria checklist and site agreements, a week-long inclusive education team training and module, and a curriculum adaptation manual developed with ***California,*** CRI and ***Colorado's*** project. ***California's*** special education inservice training projects, TRCCI (Training and Resources for Community and Curriculum Integration) and CDBS (California Deaf Blind Services), have also developed several manuals on best practices which PEERS utilizes. The ***Indiana*** statewide systems change project has developed guidelines for peer tutors, summer institutes, and regional inservices. Finally, CRI has developed an Inclusive Education Technical Assistance Planning Guide (Simon, Karasoff, Halvorsen, Neary, & Smith, 1992) (see *Selected Strategies,* Chapter 6 for more information and reference section for complete citations).

little or no training in how to work as a team member. The ability to collaborate in a nonhierarchical manner, with all contributors having equal status, and each having unique expertise and perspective to add to the process, is an acquired and essential skill (cf., Thousand & Villa, 1990). One early inservice need in the district and school planning process is likely to be in collaborative teaming, utilizing cooperative learning structures not unlike those designed for our students to work together (Johnson & Johnson 1989; Thousand & Villa, 1990).

At the district level, a subgroup of the integration team planning for related services might include general and special education administrators, nursing staff, teachers, facilities and equipment personnel from the central office, as well as parents, therapists and clinicians. A school level team would be equally diverse, and could point the direction toward changes in job descriptions, subsequent issues around "role release," or work schedule alterations. To make these challenging decisions and develop plans to support them requires true collaboration across these constituencies. The planning group itself is then providing a model for the implementation of integration systems change (see *Changing Job Roles*, Chapter 3 and *Activities to Promote Collaboration*, Chapter 4).

The district level plan which evolves from the collaborative efforts of the Integration/Inclusive Education Support Team will cover all essential areas with specific objectives and activities, including, e.g. student groupings and transitions, site selection/preparation, related service delivery, transportation, facilities and equipment, student, staff and parent "inservice" preparation, curriculum, and peer support systems. Perhaps the most important aspect of the district level plan is how it will be brought to the

school site level for implementation, and in doing so, how these plans can interface with the local school reform or restructuring process.

5. ***Interfacing with LEA and Building Level Restructuring Efforts or the Existing School Planning Process***

Sailor (1991), Skrtic (1990), and many others have noted that special education is now in the best position ever to share in the restructuring agenda. For one thing, students and programs are located at home schools, often for the first time. Students, staff and parents are part of the school community, not visitors or people "renting space" in the building. The process for implementation of local plans needs to capitalize on this sense of community at the site level. A schoolwide collaborative process to adapt the plans to site-specific needs is required. In a wonderful example of this, Colusa High School in rural northern ***California*** put together a team which included everyone from Board members to students, and developed their mission, a needs assessment utilizing quality indicators from several sources, and an action plan for inclusion.

In ***Michigan***, one of the district criteria for selection as a systems change participant is a written commitment that inclusive efforts will be grounded in the LEA restructuring effort. This commitment requires Superintendent, School Board and the Teachers' Association's signed approval. In ***Kentucky***, site-based management teams direct inclusive planning within concurrent overall building reform.

In ***Colorado***, technical assistance and other project activities are blended into the context of school planning, and evaluation questions help to shape the school wide evaluation plan.

The district level integration "support team" or task force can serve as a valuable resource in the actualizing of plans at the school level. For example,

members from specific schools can make presentations to their faculty, site councils and student study teams during the LEA planning process, to keep them apprised of events and solicit their input. These representatives can also arrange for site visits from school teams to demonstration programs within or outside the district, and include opportunities for communication with school level teams as a part of that visit. In ***California***, members from the Integration Resource Team in San Lorenzo Valley Unified School District brought inclusive priorities to district strategic planning efforts, which has resulted in several outcomes, such as planned core curriculum infusion in the area of ability awareness education. In Napa, ***California***, district team members provided ability awareness education to inclusive schools when school teams had adopted this as a goal.

General education restructuring initiatives in many states are on a parallel, concurrent timeline with integration systems change. The primary common feature across these initiatives is their site based orientation, with site based management, shared decision making, teacher empowerment, and active community participation in the life of the school. Special education inclusive efforts bring the infusion of categorical resources (Sailor, 1991) to the systemic restructuring process, enhancing that process and providing new opportunities for all staff and students. In ***California*** two state initiatives, Senate Bill (SB) 1274 (restructuring demonstrations) now in its second year, and SB 620 Healthy Start (comprehensive school-based/linked service delivery) in its first year, provide competitive grants to school sites pursuing these objectives. Interestingly, despite the emphasis in Requests for Proposals (RFPs) on including all students in SB 1274 grants, only 25% of those funded discussed special education in their initial grants. California's State Department of Education targeted those schools for additional training and

technical assistance through the California Research Institute, in order to encourage and support schools which have recognized this need.

In ***Pennsylvania***, integration planning at the school level is being coordinated with a major general education reform effort which involves the formation and use of Instructional Support Teams at the elementary level for prereferral, intervention and integration plans. This initiative, similar to those in ***California, Kentucky, Colorado*** and ***New Hampshire***, denotes recognition of the necessity to view and implement integrated education within the larger context of quality education for all students.

Professional Growth and District Recognition

Systems change efforts across the country have noted the importance of recognizing districts and schools that develop model programs, and are providing opportunities for their continued growth (also refer to *Dissemination Section*, Chapter 5).

1) In ***California, Colorado, Pennsylvania, New Hampshire, Arizona,*** and ***Utah,*** the State Department of Education and/or systems change projects have developed and provided support to a network of implementation or demonstration sites utilized for visitations, hands-on training, peer-peer contacts (e.g., principal to principal, parent to parent, teacher to teacher) and ongoing professional growth through site networking meetings and annual individualized growth plans (also refer to sections on *Awareness and Skill Building*, Chapter 2, *Dissemination*, Chapter 5, and *Implementation*, Chapter 3).

2) Statewide Newsletters – Projects report utilizing their own newsletter and or statewide newsletters of their Department of Education, parent networks and the like to publicize and highlight model or demonstration programs (***Michigan, Indiana, California, Utah,*** and ***Virginia***). Newsletter articles often

focus on a specific student's story, and then move from the student/family point of view to a larger district perspective highlighting strengths of the program, student progress reports, and aspects of the local change process.

3) Co-presentations with personnel from demonstration programs at national conferences such as The Association For Persons with Severe Handicaps (TASH), Statewide TASH chapters and annual general and special education statewide conferences, regional seminars, university-based academies, state sponsored leadership and innovation institutes, were reported by ***Colorado, California, Kentucky, Pennsylvania, Virginia, New York, Indiana*** and ***Washington***. In addition, several states, such as ***New Hampshire, Arizona, California, Colorado, Illinois,*** and ***Michigan*** sponsor teams and individuals from demonstration sites to attend conferences and institutes for their own growth.

4) Use Local Media – The "limelight" strategy has been employed effectively in many locations to recognize exemplary programs. In ***Washington*** a half hour local news program featured inclusion and focused on a student and family from one project site. In Davis, ***California*** the local paper's education editor was invited to attend planning/advocacy meetings and then visit the inclusive program on its very first day. This has led to a series of feature articles over a three year period, some of which have been picked up by the neighboring city's media. This strategy not only provides well-earned recognition, but also serves as a prime education tool for the general public.

5) Product and co-authorship of journal articles with personnel from project districts is an activity undertaken by ***Michigan*** to recognize, and support the professional growth of exemplary sites. This is a strategy that provides true credit to the "do-ers" or implementers of local systems change.

6) Specific awards to exemplary sites occur in many locations. ***California*** implementation site personnel receive stipends for visitations and observations in acknowledgment of the preparation time required; ***Colorado*** provides money for site visits and to attend state/national conferences, as well as six days of reimbursed substitute time for each site to utilize as needed.

7) Intra and Inter-District Training – The majority of states noted that their exemplary site staff may work individually or as team members to provide training and technical assistance consultation to sites within and outside their districts, as well as providing or sponsoring building level inservices within their own schools. States such as ***Arizona, Colorado, Utah,*** and ***Vermont*** provide training on inservice techniques to site personnel to enhance their effectiveness as trainers for these activities.

Evaluation

Districts can pose several questions to examine the efficacy of their activities to promote locally-owned change, and specific methods for both formative and summative evaluation can be found in Chapter 6. Questions asked will reflect the local priorities, and might include:

1. Who participated in the change process? Were all key constituencies represented at LEA and building levels?
2. How satisfied were participants with the planning process?
3. Are the planning groups continuing to meet once implementation has begun, to monitor, problem-solve and evaluate the change process?
4. Does the plan have specific objectives, timelines and evaluation criteria for the implementation of change?
5. How satisfied are consumers (parents, educators, students and administrators) of the plans with their implementation?

6. Has the training provided to various constituencies throughout the process addressed their needs? Are participants using that information in local implementation?
7. How effective is the collaborative teaming process? Do members feel their contributions are valuable and meaningful to the process?
8. How has integration systems change become infused within overall school reform? Is there documented evidence of this infusion? Are there plans to facilitate the infusion process if it is not yet in place?
9. Have the policies and plans developed by district and school site teams been adopted by their respective governance structures, i.e., Boards of Education and School Site Councils?

Selected Systems Change Strategies for Facilitating Locally Owned Change

Arizona (1990 – 1995)

Establishes an LEA Integration Advisory Committee and site-based Building Level Support Teams with official Memorandum of Understanding (MOU) between project/district; developed Transition Planning and Technical Assistance (T.A.) Needs Survey which guides plan development, has competitive process to select demonstration sites. Develops training cadres and statewide network.

California (1987 – 1992)

LEA level Integration Support Team (IST) is a requirement for project participation; roles, function of team described in project literature; IST develops district level integration/inclusive education plan, through collaborative process initiated by Integration Needs Assessment: extensive tool covering multiple areas from transportation and facilities to curriculum

and instruction; sample missions policies and plans are available that were developed by rural, urban and suburban districts. Also available are Implementation Site Agreements and I.S.T. Criteria, training modules, articles from local media and statewide newsletters, and restructuring demonstration information.

Colorado (1987 – 1992)

State level Integration Consortium met for two years to define issues and design strategies, with goal of consolidating fragmented integration initiatives from across the state; Steering Committee and Administrative Task Force were also broad-based state level groups developing specific action plans. Colorado Effective Education Model (CEEM) Checklist of Best Practice Indicators is utilized to facilitate local needs assessment and evaluation through initial, middle and end of year reviews. One checklist standard refers to the building mission statement and is utilized to bring about a review of that mission by a school committee. Regional training/ T.A. teams are utilized extensively and include both implementation site personnel and other selected field-based "experts".

Hawaii (1989 – 1994)

Hawaii has a current goal of promoting and developing planning teams at district and schools levels, and community participation within these teams.

Illinois (1987 – 1992)

Project technical assistant is assigned to each selected district to assist with futures planning. Each LEA and/or school is awarded monies to assist with staff/parent attendance at institutes, conferences and for materials. Grass-roots parent groups developed at local and state levels.

Indiana (1988 – 1993)

State and local LRE Task Forces established; multiple measures utilized for needs assessment through site feasibility study. Site agreements negotiated with LEAs. Statewide LRE conference, Summer Institute, Regional Networking, LEA Inservice provide growth opportunities; at Annual LRE Conference, schools recognized for excellence.

Kentucky (1987 – 1992)

District and school-wide task forces are utilized; Quality Indicators Manual has checklist for needs assessment, classroom level growth plans in six best practice areas determine T.A. needs site-based management teams are utilized to coordinate with school restructuring efforts; school achievements are highlighted in newsletter.

Michigan (1989 – 1994)

School Coalition and Inclusion Advisory Groups set up at local level; needs assessment appears in project manual. Multi-step training and T.A. process used at building and class level around McGill Action Planning System (MAPS) (Forest & Lusthaus, 1987) and curriculum. Collegial mentoring approach emphasized. Strong state level ties between restructuring and inclusion with the Michigan Quality Education Act (P.A. 25). Local staff recognized through co-authorship of publications, newsletter articles, joint presentations, site visits.

New Hampshire (1988 – 1993)

District level or school building integration planning teams featured. Sites determine own needs through regular meetings and develop work plan for growth/T.A. Customized inservices are developed to meet local needs; training utilizes LEA inservice days.

New York (1990 – 1995)

Task forces formed and T.A. process/packet used with on-site consultant to guide needs assessment process. Task forces work under Special Education Director to develop plan. Two phases of training conducted to address districts and teams; sites recognized in local media, as co-presenters with project conferences and inservices.

Pennsylvania (1990 – 1995)

District level task forces are being formed as contingency for LEA selection, three levels of needs assessment (LEA, school, classroom) conducted. Teams have initial training retreat to review needs data and plan activities with project facilitation. Instructional Support Teams at school level are prerequisite for project selection.

South Dakota (1990 – 1995)

Staff assist with LEA self-study to assess needs and prioritize plans; this self-study process is also utilized as criteria for recognizing exemplary practices in districts; educators are encouraged to form their own support networks.

Utah (1989 – 1994)

Broad-based integration task force utilizes Program Quality Indicators; district strategic planning is facilitated by project; educators are recognized through co-training, presenting and authorship of state newsletter articles.

Vermont (1988 – 1993)

Schoolwide planning and student planning teams are primary vehicles for change and best practice implementation; Best Practice Guidelines have received wide dissemination and utilization, used for specific schoolwide planning process.

Virginia (1987 – 1992)

LEAs form Systems Change Task Forces. Statewide and local needs assessment tools developed the following tools: Implementation Site Planning & Review Checklist, Administrative Planning & Review Checklist. Task force develops division-wide action plan including mission, site selection, resource allocation, staff development, parent involvement and program guidelines.

Washington (1988 – 1993)

District level steering committees formed as well as individual building teams. Discrepancy analysis/needs assessment conducted to develop action plans. Local experts use is emphasized. Videotapes highlight model projects, and local media utilized as well.

CHAPTER 2

INCREASING AWARENESS AND KNOWLEDGE OF BEST PRACTICE

By: Ann Halvorsen

Rationale

As we mentioned in Chapter 1, knowledge and understanding of best practices for the education of students with severe disabilities are essential to developing a vision for change and plans for actualizing that vision (Servatius et al., 1992). While some representatives of the key stakeholders in a district may have that *awareness level* information, they may not have had opportunities to *practice* that knowledge or build their *skills* in best practices. This will be especially prevalent in districts where inclusive/integrated contexts have not been developed to date.

Constituencies that have had no prior exposure to these programmatic best practices, such as facilities and transportation personnel, as well as some general educators and paraprofessionals, may lack even awareness level information about the rationale for inclusive education, its research base, program operation, and expected or desired outcomes. Therefore, in order to plan together and implement effective integration, training is necessary to provide a common foundation.

In addition to awareness and skill building inservice education that is focused on best practices content, staff and families will often need training in collaborative team processes in order for a systemic workable plan to develop at LEA and building levels (Rainforth, York, & MacDonald, 1992; Vandercook & York, 1990). And finally, as plans are put into practice, a variety of constituencies will require new information and skills to implement best practices. As with every aspect of the change process, local needs and priorities must guide training. Training needs assessments are critical tools to determine student, parent, general and special

education, related services staff, as well as administrative priorities for information and skills development. As this chapter illustrates, systems change states have recognized the variability among communities and are tailoring their activities to meet that diversity by adapting training modules to target groups, developing local trainer cadres or peer coaching programs, and "matching" districts or school sites to similar communities for technical assistance, training and "mentoring."

Activities to Increase Awareness and Knowledge of Best Practice

We are all familiar with the distinctions between awareness and skill building strategies. These can be thought of as steps on a continuum, or as distinct entities based on a "need to know" premise. An obvious example would be Board of Education members who need awareness level information about why inclusive options are important, about who the students are, and the impact of integration on students' educational outcomes and quality of life. They do not need to have the skills to implement inclusive education themselves. Teachers, in contrast need both awareness information and hands-on skills.

Awareness Level

1) ***Use of Existing Vehicles and Conference Attendance***

On the face of it, providing awareness level training may appear to be a simpler task than skill building, yet the sheer volume of awareness level needs is often daunting in itself. This underscores the importance that systems change projects have placed on utilizing existing training vehicles to promote awareness. For example, many coordinate their efforts with ongoing State Education Agency (SEA) or district inservice activities. ***Indiana*** uses State Teacher Association Staff Development Days; ***Colorado*** has infused best practices information into standard paraprofessional training offered in

several districts. In ***Kentucky***, statewide inservice programs are utilized to provide awareness information to personnel who work with students that experience severe disabilities. In ***Utah***, creative use of the statewide mentoring program provides a vehicle for two days a month of leadership training over a two year period. As ***Colorado*** noted, "adding-on" to existing events also minimizes both attendees' and presenters' time away from their programs.

Several states, including ***Colorado***, ***California***, and ***Arizona***, capitalize on their SEA's Annual Conference with awareness presentations directed at administrators, parents, and teachers. In addition, most states make annual "pilgrimages" to a variety of professional and parent conferences to get the word out: ***Virginia*** staff make presentations to the State Council for Elementary School Principals and the State Council for Administrators of Special Education, as well as the Community Living Association and other advocacy group conferences. ***California*** staff present at and/or encourage local district staff and families from implementation sites to present at conferences such as Supported Life, Cal-TASH, TASH, the Association for California School Administrators, the California School Boards Association, and the SEA sponsored statewide Parent-Professional Conference. ***Arizona*** (AZ) also includes statewide Association for Retarded Citizens (ARC), AZ-TASH and state/national Council for Exceptional Children (CEC) on their list of critical conferences. Many states noted the need to get the message out more to general education and community audiences.

Several states provide support or stipends for conference attendance to targeted LEA personnel, while other states have held statewide "big name" events to attract key stakeholders. ***Colorado***, ***Indiana***, and ***Utah*** have sponsored annual PEER conferences for students with and without

disabilities. The important piece of this or any other inservice level activity is that (a) some type of needs assessment has been given to a sample of each targeted constituency, and (b) both general overview presentations and content specific to those stated needs have been developed.

2) ***Utilizing a Variety of Formats and to Reach a Wide Array of Stakeholders***
States reported multiple formats to reach diverse audiences, including:

a) Multi-media approaches within workshops and presentations utilizing project or state-produced videotapes (e.g., ***Colorado's*** Learning Together; ***Washington's*** parent-developed videotape of an inclusive program; ***Vermont's*** Andreas – Outcomes of Inclusion), slide shows, commercially available films and tapes (e.g., Regular Lives, A Little Help From My Friends).

b) Development of extensive mailing lists and wide dissemination of brochures and newsletters written in layperson's terms, as well as brief articles or handouts describing programs and benefits.

c) Speeches to community groups at their regular meetings, such as: Developmental Disabilities Council; service agencies; and parent, professional and advocacy organizations (***New Hampshire, Illinois, Washington***).

d) Use of loan libraries through the project (***Arizona, Colorado***) and/or State Departments of Education (***California, New Hampshire,*** and ***New York***) which publicize and disseminate project information and products statewide.

e) Development and dissemination of self-instruction packages that will provide introductory awareness activities which educators or parents can implement in their building or community (***South Dakota***), a particularly creative strategy for rural areas.

f) Developing grass roots/parent group presentations, a critical feature of ***Illinois'*** CHOICES/Early Choices Project which, in its first year, went

anywhere in the state that two or more parents could come together. The resulting parent network/advisory group Parents for Inclusive Communities (PIC) has a 4,500 person mailing list and receives financial support from the SEA and Developmental Disabilities Council.

g) Coordination of tours or visits to exemplary programs or implementation sites. ***Pennsylvania*** disseminates a descriptive directory of its sites.

h) Development and dissemination of a regionalized consultant bank (***California***) of speakers representing general and special education parents, administrators, teachers, related services, and university personnel that districts and groups can bring in for presentations or consultation. An advantage to this approach is the ability for LEAs to "match" their needs with a practitioner from a similar position, type of district, or community.

i) Teleconferencing or satellite conferences on specific aspects of inclusive education are being used in increasing numbers of states to reach wide audiences, particularly in rural areas.

j) One to two day Leadership Institutes for school principals are a common feature of almost all the states, as are regionalized best practice forums, often co-sponsored by universities affiliated with the project. These are utilized to provide awareness training as well as networking opportunities for district personnel and families.

k) Home School Inclusive Road Shows in ***Illinois***, which utilize many of the strategies listed above and are co-sponsored by the State's Council on Developmental Disabilities (IPCDD) and the Illinois State Board of Education (ISBE). A cadre of presenters which includes state systems change staff, representatives of the Parents for Inclusive Education Communities (PIC) group (see "f"), the IPCDD, and an attorney experienced in civil rights and LRE components of the Individuals with Disabilities Education Act (IDEA)

conduct "road shows" approximately once a month for parents, teachers, administrators and school board members.

Skill Building Level

Projects are working collaboratively with either universities, State Departments of Education, or both to provide meaningful skill-building opportunities to districts which will have longevity beyond the systems change project period by (a) institutionalizing training within these frameworks, and (b) ensuring that a large body of skilled personnel at all levels remains after the funding period.

Schattman and Benay (1992) pointed out that two important factors have contributed to the transformation of several *Vermont* districts into inclusive school communities: new knowledge and staff development. They noted that districts implementing integrated approaches have an increased need for inservice, yet the traditional compartmentalization of schools has often isolated staff from other staff who have the necessary expertise. These authors further assert that effective inclusive schools have placed a priority on team approaches to staff development, including parents, and utilizing strategies such as "linking with other districts, giving teachers and parents time to meet, involving staff with institutions of higher education and participating in professional organizations" (p. 12). Many of these strategies appear frequently in the activities from systems change states, summarized below.

1) ***Coordination and Collaboration with Institutes of Higher Education (IHE) Preservice/Inservice Teacher Training and Research Programs in Special and General Education.***

Each of the projects is affiliated with and/or based at one or more universities in the state, which has provided extensive opportunities for content-specific modules or course design, in-depth institutes and workshops

with opportunities for practice, co-teaching of preservice coursework focused on best practices, as well as mutual use implementation sites and coordination with IHE research or model demonstration programs.

A) Joint module/course development and offerings

The University Affiliated Program (UAP) of *Vermont* has produced an innovative strategy in conjunction with the University's Continuing Education Division, the Statewide Systems Support Project, and the State Department of Education for one credit practicum courses. This unique course offering requires a minimum of two persons representing a school team and administrative support. Lectures, demonstration and examples from *Vermont* schools have been recorded on videotape for use in on-site seminars. Local experts are identified and trained to use the materials and to facilitate seminar activities. Training can be provided to any school in this way, at any time of the year. Participants are taught to work collaboratively and to coach each other, and periodic school visits are scheduled by university staff to observe practicum activities and provide feedback. Topics for which these modules have been developed include: schoolwide planning for best practice improvement, developing instructional support services, classroom accommodation, teaching prosocial skills, teaching self control, and cooperative learning.

1) Content-specific training modules which have been developed in other states include the following:

- Facilitation of individualized planning sessions (MAPS, Futures Planning, 24-hour planning), using a trainer-of-trainers approach in *Colorado*;
- School Site Team Collaboration for Inclusion, a week-long institute with California State University (CSU) course credit offered by PEERS

through annual SEA-sponsored innovation institutes (***California***) which covers collaborative teaming, essential practices for restructuring and inclusion, school site needs assessment, friendship development strategies, curricular adaptation and alternative instructional strategies, ability awareness education, positive behavior change, integrated therapy and addressing medical needs, school climate, evaluation, and specific school site action planning;

- Facilitated communication, through the Northern ***Illinois*** University Family Academy on Facilitated Communication, which is conducted once each month;
- Effective Schools for All Children, a two-unit course presented in 10 different locations across ***South Dakota*** and coordinated through multiple IHEs;
- Family leadership training for inclusion targeted toward parents of young children and coordinated with two universities in ***New Hampshire***;
- Integrated therapy and curriculum/instructional modifications with Syracuse University in ***New York***;
- Achieving integration, developing friendships, functional curriculum, and IEP development offered as part of university credited institutes in ***Arizona***;
- Medical/Physical Management and Communication Intervention are two courses offered each summer in ***Indiana*** through the project's involvement with five IHEs. In addition, several strategy packets on a range of topics are in development. Summer institutes offered also provide a detailed participant's manual;

- Co-development of several modules with the University of *Washington's* Program Development Services for best practices;
- Quality program indicators, communication programming, curricular processes, integrated related services, and specialized healthcare have been developed as modules in ***Kentucky*** where approximately four courses annually are conducted by project staff at the University of Kentucky.

2) As noted above, co-development and instruction of coursework at the preservice level are facilitated as well by the affiliation of most projects with one or more universities. In ***California***, syllabi have been developed and graduate level courses taught by PEERS staff at CSU, Long Beach, Sacramento, and San Diego State University for the mainstreaming course requirement of all general education teacher and administrative credential students, and a course with required fieldwork has been developed and taught annually on inclusive education in the special education option at CSU, Hayward. At CSU, Sacramento, project staff teach courses in legal issues as well as methods within a graduate program which has been designed for students pursuing both general and special education credentials, thus integrating educators during their training program.

In Chicago, ***Illinois***, the Board of Education contracts with Northern Illinois University/Project CHOICES, to teach a course on integration/inclusion for central administrators and personnel associated with the city's Inclusive Schools Project. In addition to having project staff teach courses in IHEs, several states report having developed guest lecturer resource banks of field-based experts (parents, teachers, administrators) to speak on specific topics in selected classes.

In ***Michigan***, project staff are affiliated with three IHEs and have developed multiple courses for general as well as special educators on inclusive education. This type of collaboration is evident in all of the systems change projects. Projects appear to be either (a) located at the SEA with subcontracts to specific universities where regional staff are located, or (b) based at one or more universities with direct ties to the SEA.

B) Mutual training demonstration site development

These strong, IHE-project ties have also led to development of mutual use sites for training, technical assistance, implementation, and research. All of the states are developing model site networks of as many as 25 schools over the five year period. In ***California***, several of these sites were initially developed/supported by the IHE in that region for preservice fieldwork, and related activities. As sites have become incorporated into the state's California Implementation Sites (CIS) network, selection criteria and expectations of the IHE and CIS have been coordinated, and agreements for use have been negotiated among CIS, IHEs, and the sites themselves. This has promoted further collaboration among the three entities.

C) Coordination with research programs and demonstration projects

Finally, many states work with their IHEs to implement collaborative research projects related to inclusive education and systems change, as with ***Michigan's*** tri-level evaluation of placement, support, and programs. These joint research projects assist in disseminating information about best practices and their outcomes through project sites as well as university coursework and publications. In ***Colorado***, CDE and IHE staff meet four to six times a year to review research, discuss potential investigations, allocate joint funding, and discuss research progress as well as teacher training. In ***California***, with

the proximity of the California Research Institute (CRI) at San Francisco State University, and the CSU, Hayward affiliation, staff serve on a joint Research Task Force which meets monthly for purposes similar to the Colorado group. PEERS and CRI have developed and implemented two joint studies, and much of CRI's primary research has been conducted in PEERS-identified sites. Joint task forces of this nature also involve additional demonstration projects through IHEs in each state, and facilitate coordination of project activity with these programs, ensuring a valuable link among practitioners and researchers.

2) *Collaboration with and use of State Department of Education Training Programs*

In each state, the growing impact of systems change projects is evidenced by the collaborative inservice programs that have been established. Every state offers summer or periodic institutes with in-depth skill building components; the majority of states have developed or sponsored leadership training which targets school principals in particular. Existing SEA inservice vehicles are utilized with cross-training to systems change projects, and regional roundtables or Comprehensive System of Personnel Development (CSPD) mechanisms are used to identify current and future training needs. Some examples of these innovative practices are summarized below.

A) Institutes

Some institutes are contracted for and conducted by the universities themselves (e.g., ***Colorado, Utah***), but the majority have evolved through project activity and utilize the SEA's innovation institutes as a means for regional and statewide offerings. In most states, institute tuition for targeted districts/school sites is paid by the systems change project. In both ***Vermont*** and ***California***, institutes on inclusive education are conducted for school site

teams, and single participants are ineligible. This strategy ensures that (1) general and special education on-site personnel and parents have extensive opportunities for collaborative team and skill-building, (2) team roles and logistics as well as initial steps in curricular and instructional processes can be negotiated and tailored to the local school context, (3) all the key players receive the same information and make decisions about how to apply that information in their home schools, and (4) the attendance of a representative school team requires administrative support and commitment, which will be crucial to future effectiveness.

In both ***Washington***, and ***South Dakota***, project staff infuse content within their states' week long-summer institutes. Recently, ***South Dakota*** developed a unique Action Lab strategy, where participants will be provided with hands-on learning opportunities in classrooms. The first focuses on modifications and adaptations to support integration, and will be offered in the Fall, 1992. ***South Dakota*** has also initiated a Collaborative Effective Education Design (CEED) Committee. This is an active, statewide coalition of inservice projects to provide consultation and training, and its members have been cross-trained to ensure consistency of philosophy and approach. Many of the modules developed and discussed earlier are used within each state's institutes and are listed in the strategies section at the end of this chapter.

B) Leadership training

McDonnell and Hardman (1989), Servatius et al. (1992), and Stetson (1984), among others have written about the relationship between school leadership and systems change, and specifically, about the need for training to assist principals in meeting the new demands inherent within school designed to include and instruct all children. As Servatius and her colleagues pointed out (1992), "... if business as usual is no longer acceptable for schools,

it is also unacceptable in the preparation of school leaders" (p. 3). Systems change projects have recognized the need for radical changes in both preservice administrative preparation as well as inservice to practicing school leaders, and have developed a variety of programs to address these needs.

1) Schools Are For All Kids I: The Leadership Challenge (SAFAK). This program, developed by Servatius, Fellows, and Kelly in 1989 for the ***California*** Research Institute (CRI) with contributed seed money from the California Department of Education, occurs over two days and addresses themes such as creating a vision, effective instruction, promoting staff and student self-direction and building a community of leaders ready to deal with change (Servatius et al., 1992, p. 3), has been delivered widely throughout California and the nation, and has been supplemented by trainer-of-trainer workshops to increase the spread of effect. ***Kentucky, Arizona,*** Louisiana, New Jersey, and Idaho, as well as Guam have utilized SAFAK to train large numbers of school leaders. Roundtable groups have been established for implementers to provide follow-up support in many locations, and the content of SAFAK has been infused into administrative credential programs.

2) Principals' training based on the work of L. Burello (1988) has been implemented in both ***Colorado*** and ***Virginia*** in several regions throughout these states. ***Utah*** uses its mentor program for principals' training, and ***Indiana*** is developing a module for use by IHEs across the state. ***Indiana*** has also developed guides for elementary, middle, and high school principals (The Complete School) which have been distributed to all principals in the state. ***New Hampshire*** has plans to infuse a leadership training module on inclusive education within the effective schools/restructuring agenda.

3) Related innovative practices. Within each state, several SEA-project collaborative practices are utilized to provide skill building opportunities. Regionalized best practice forums are a frequent offering used for both awareness and skill building, such as those for speech clinicians and teacher work groups in ***Kentucky***, and best practices based on regional needs in ***New Hampshire***, ***Illinois***, and ***Arizona***. ***Indiana*** sponsors regional networking sessions in each of its seven special education roundtable regions, with topics such as IEP/curriculum development, integrated therapy, behavior management, and transition planning. In ***California***, regional full inclusion seminars have been sponsored by the SEA with PEERS and state inservice projects, to bring practitioners together for networking, problem-solving and skills acquisition.

Several states have worked to develop cadres of trainers for local and regional use in skill-building efforts. These trainers may work as a regionalized team, as in ***Colorado*** and ***Arizona***, and/or may be representatives of the implementation sites network within the area.

Finally, all of the states report conducting local training in their targeted districts which is designed to meet the specific needs of school and district level staff. Regional, state-sponsored and IHE collaborative efforts serve to augment these trainings.

Evaluation

All of the activities discussed in this chapter are directed toward increasing the knowledge and skills of school communities to include students who experience severe disabilities. The effectiveness of these programs can be examined through

several approaches. Questions that states and districts might ask to begin the evaluation process include:

1) Who were the target audiences for awareness level activities? Was a needs assessment or sampling of awareness level needs conducted for each constituency?
2) How was the effectiveness of awareness level strategies evaluated? Have consumer satisfaction and utility of information data been collected? What do the results indicate?
3) Which strategies were the most effective in delivering awareness level information, e.g., conferences, "road shows," incorporation within existing vehicles, materials dissemination, tours or visits to implementation sites, etc.?
4) How were audiences/participants in skill-building activities selected? What types of needs assessment strategies were utilized?
5) How was the effectiveness of skill-building strategies evaluated? What do the data indicate in terms of consumer satisfaction and skill utility?
6) Which strategies were the most effective in skill acquisition? Have follow-up visits, observations to a sample of participants demonstrated positive outcomes?
7) Have modules, courses and presentations been adapted to address local needs as assessed in each community?
8) Has project staff assisted in development of school and district wide plans for inservice delivery?
9) Does the state's Comprehensive System of Personnel Development (CSPD) reflect systems change priorities?
10) How do IHEs rate the quality of courses and modules developed/taught by project staff?

11) Are there collaborative systems set up among IHEs, project/SEA, and LEAs for research, training and dissemination purposes?

Selected Systems Change Strategies for Increasing Awareness and Knowledge of Best Practice

Arizona (1990-1995)

- Awareness Level: Utilizes SEA annual conference and related groups for presentations; loan library for statewide dissemination.
- Skill Building: University-credited institutes offered in several best practice areas; SAFAK trainings for school leaders and teams; regionalized cadres of trainers developed and utilized statewide.

California (1987-1992)

- Awareness Level: Presentations with local district staff and parents to local, state, and national conferences for special and general education; California Department of Education (CDE) loan library for dissemination (Resources in Special Education: RISE), CDE statewide newsletter Special EDge to showcase programs and disseminate best practice information; regionalized consultant bank; site visits to PEERS and other CDE Implementation Sites; co-sponsorship of one-day workshops on a variety of topics (e.g., facilitated communication, inclusion).
- Skill Building: Annual PEERS week-long inclusive education institutes for school site collaborative teams with IHE credit; SAFAK two-day trainings; preservice university course development for general and special educators; coordination with multiple university research and training programs for shared studies and data collection and development of implementation sites for mutual training use; use of California Implementation Site Network for local and statewide training; collaboration with CDE existing inservice

networks for (1) training, (2) systems change planning; (3) and regionalized forums on inclusion.

Colorado (1987-1992)

- Awareness: Use of statewide Directors' meetings to address implementation issues; paraprofessional training offerings across LEAs; use of state fall conferences; sponsorship of annual PEER conference; state-produced inclusive education videotape (Learning Together); loan library for dissemination; SEA and multiple general-special education conference presentations and sponsorship of attendees; use of implementation sites for visits and trainings.
- Skill Building: Trainer of trainers approach to individualized planning sessions; annual week-long institutes through IHEs; collaborative IHE-CDE research and training; regional leadership training; technical assistance provided by four regionalized cadres of trainers, representing school site, district personnel and parents; site networking meetings 3 times a year.

Hawaii (1989–1994)

- Awareness: Sponsores nationally recognized experts at statewide and local meetings.
- Skill Building: Designed and implemented module on functional curricular developments.

Illinois (1987-1992)

- Awareness: Grassroots group presentations and subsequent development of parent network with extensive mailing list and interagency state sponsorship; monthly home-school inclusive road shows, a statewide collaborative effort across agencies.

- Skill Building: Monthly facilitated communication training with IHE academy; IHE-project collaboration with Chicago Board of Education for administrative coursework; guest-lecturer resource bank for IHE classes.

Indiana (1988-1993)

- Awareness: Use of state Teacher Association inservice days; sponsorship of annual PEER conferences; annual statewide LRE conference.
- Skill Building: Summer courses on medical/physical management and communication in collaboration with five IHEs; summer institutes; module for principals training with IHEs statewide, with administrative guides for each level; regional networking sessions on multiple topics.

Kentucky (1987-1992)

- Awareness: Use of statewide inservice programs.
- Skill Building: Development of multiple modules used in project-taught coursework at University of Kentucky; SAFAK leadership and team trainings; regionalized best practice forums for speech clinicians and teacher work groups.

Michigan (1989-1994)

- Awareness: Facilitate visitations across districts.
- Skill Building: Multiple general and special education courses developed and instructed through IHEs; collaborative tri-level evaluation model with IHEs and project sites; collegial mentoring approach utilized for training; summer institutes; collaborative practicum sites with IHEs; model site network.

New Hampshire (1988-1993)

- Awareness: Statewide newsletter; sponsorship of statewide "big name" conferences; one-day workshops on effective inclusive practices; dissemination of a wide variety of materials through the project and University Affiliated Program (UAP).

- Skill Building: Family leadership training on inclusion coordinated with two universities; plans for inclusive education/restructuring module; regionalized best practice forums; facilitated communication workshops; summer institute on administrative strategies.

New York (1990-1995)

- Awareness: One-day leadership training institutes for school administrators.
- Skill Building: Modules on integrated therapy and curriculum/instructional modifications with Syracuse University.

Pennsylvania (1990-1995)

- Awareness: Coordination of tours/visits to exemplary programs; a descriptive program directory.
- Skill Building: Initial training retreat to review needs data with each site; annual conference and institutes.

South Dakota (1990-1995)

- Awareness: Self-instruction packages for state-wide dissemination.
- Skill Building: Effective schools two-unit course taught in 10 locations annually and coordinated with IHEs; infusion of inclusive education content in SEA sponsored institutes; Action Labs hands-on training (module on adaptations); statewide coalition of inservice projects with cross-training.

Utah (1989-1994)

- Awareness: Use of statewide mentoring program for leadership training (skill building and awareness); annual PEER conference.
- Skill Building: Mentor program for leadership training; summer institutes with IHEs.

Vermont (1987-1992)

- Skill Building: University Affiliated Program (UAP) at the University of Vermont and SEA co-sponsorship of several one credit practicum courses on

topic such as schoolwide planning and instructional support services throughout the state with videotaped lectures and demonstrations for use in on-site seminars monitored by IHE staff; annual institutes for school site teams on inclusive education. Video tape entitled Andreas – Outcomes of Inclusion.

***Virginia** (1987-1992)*

- Awareness: Parent and professional conference presentations to general and special educators; annual statewide conference on integration.
- Skill Building: Regionalized principals' training.

***Washington** (1988-1993)*

- Awareness: Locally produced videotapes on inclusion.
- Skill Building: Modules on best practices developed collaboratively with University of Washington, content infused within SEA-sponsored institutes.

CHAPTER 3

SUPPORTING THE IMPLEMENTATION EFFORT

By: Morgen Alwell

Implementation is the phase of systems change efforts where goals are translated into action (Comfort, 1982) and has been defined as the stage between decisions and operations (Williams, 1980). A number of implementation theorists and researchers in related fields have studied the implementation of public policies and programs and have examined and identified those interactive factors which potentially facilitate or impede these efforts. They include: *organizational capability, allocation of resources, training, communication, motivation, attitude,* and *bureaucratic structure. Organizational capability* has been defined as a synthesis of administrative and technical skills, communication lines, administrative structure, expertise, and motivation (Williams and Elmore, 1976). *Allocation of resources* refers to the thoughtful distribution of staff, skills, information, authority, facilities, materials (equipment and supplies) and funds. *Training,* which was discussed earlier in Chapter 2, refers to the instruction of all persons involved in the myriad skills integral to successfully implementing change objectives, and includes effective training practices such as observation, discussion, practice, review, follow–up, feedback, and evaluation. *Communication* may be defined as the interchange of information and has been described as the first requirement of successful implementation (Edwards, 1980). For implementation efforts to be successful, the implementers must know what actions they're to take. Communication may be examined in terms of transmission or dissemination, clarity, and consistency. *Motivation* and *attitude* may be summarized as the *disposition* of the implementer, i.e., the level of understanding, attitude (Is the implementer in support of or in opposition to the change ?), and the intensity of an implementer's response toward

the implementation effort. *Bureaucratic structure* refers especially to the standard operating procedures of the organization, and its divisions of labor, as well as hints at the critical interplay or possible gap between decision makers and practitioners. The interplay between decision makers and implementers is referred to as specification. Lack of specification ultimately leads to a failed implementation effort.

Each of these interrelated and interactive components is an integral contributor to the overall success of implementation efforts. According to Williams and Elmore (1976), the most critical factor seems to be the capability of an organization to bring personnel together to achieve the organization's stated goals, as was discussed earlier in Chapter 1 on facilitating locally owned change. Bearing these components in mind, an examination of critical aspects of implementation efforts relative to systems reform in education follows.

In Steady Work, Elmore and McGaughlin (1988) reviewed several federal educational reform initiatives and discovered a common theme which contributed to previously failed implementation efforts. This was a lack of specification, or a tendency to substitute external authority (e.g., university experts, regulatory requirements, and legal principles) for the authority and expertise of the internal educational staff. This may be described as reliance on external change agents or experts. The lesson learned is that for educational reform to result in real changes, affecting what and how teachers teach and ultimately what and how children learn, and produce changes in outcomes for students and for our society, there must be direct service staff "buy-in" from the beginning and throughout the reform effort. Practitioners must be directly involved in all phases of systems change: shaping the vision, guiding practice, as well as delineating structure and rule changes. Further, local implementers need to make thoughtful and subtle accommodations for the needs, character, strengths and challenges of the communities in which their

programs exist. Thus the importance of internal change agents, as discussed in Chapter 1, is again stressed as a critical factor in implementation efforts.

The current general education restructuring movement is an excellent example of an educational reform effort with direct relevance to implementation efforts. There is evidence that one of the reasons the restructuring movement continues to gain momentum in the 1990s, rather than dying out as have numerous previous educational reform efforts, is the attention to critical systemic change components, especially specification. Teachers and other practitioners, administrators and groups from business and the community, are integrally involved in all phases of the restructuring effort from developing the vision for change, to implementation, to evaluation and fine-tuning. The movement has gained so much momentum that 'restructuring' itself has become almost a synonym for reform, meaning to question fundamental assumptions about education, redefine its purpose, and as a result substantially change the way schools are organized and operated. The essentials of genuine school restructuring briefly include: (1) Changes in traditional roles and relationships, e.g., full infusion and coordination of categorical resources (Sailor, 1991), i.e., where formerly independent programs operated in isolation are re-integrated to become part of the whole, so that all students may benefit from shared resources – examples include changes in service delivery for special education services from segregated to inclusive programs, access to health services at the school site via school-based or linked health clinics, team-teaching of students by general and special educators, shared responsibility among general and special educators for *all* students at a particular site, and community participation in the life of the school; (2) Changes in curriculum and pedagogy, i.e., innovation in assessment, curriculum, and instructional practices; and (3) Changes in the workplace, e.g., site-based management and shared decision making; school organizational autonomy; full

infusion and coordination of categorical resources; and community participation in the life of the school (cf., Sailor, 1991; Teacher Magazine, 1992).

Most reformers agree that broad systems change at the top is also essential to nourish change at the local level; true change flows both from the top down as well as from the bottom up. Indeed, as Sailor (1991) articulated, "Effective restructuring is organizationally systemic in nature and must proceed from both directions simultaneously. The set of operations required for school organizational autonomy requires multi-level policy analyses and clear specifications as to the extent of autonomy and flexibility afforded to the school site" (p. 14). McDonnell and Hardman (1989) also discussed organizational change and indicated that "lack of top management support is one of the most frequent causes of implementation failure" (p. 285). Administrative support is essential since proposed special education systems change activities impact not only the special education community, but general education administration, teachers, parents and students as well. Our history and experience with racial desegregation in the schools shows that clear directives from central administration minimize resistance and dissonance. For example, a very clear message is given to district employees, parents and students when central administration makes the commitment to serve *all* children in their neighborhood schools, as opposed to establishing a single "pilot site" in the district. In the former, staff must prepare to serve children in this way whether or not they agree initially. In the latter, there is much more room for expressed controversy and doubt, since a clear direction has not been provided. Additionally, district wide changes are superior to incidental efforts because they facilitate comprehensive planning. They are obviously the most efficient way of dealing with inservice training needs, transportation issues, and provision of related services (McDonnell & Hardman, 1989).

Time is another issue for consideration by implementers. Elmore and McGaughlin (1988) noted that the amount of time it takes for reforms to mature into actualized changes in resource allocations, organization and practice is significantly longer than electoral changes that determine change in policy. Because of this, there is a need for long time frames for large ongoing implementation efforts, as well as shared information on the details of the status of efforts over time. There is also a need for broad and flexible implementation plans to respond to unexpected events. Williams (1980) described the need for modification and discretionary behavior by implementers during all phases of implementation, because of the amount of time it takes to implement innovations and because of the need to accommodate for individual needs. In addition to adapting change to fit local needs, once the vision for change is clearly defined, flexibility is needed with regard to following "traditional" steps. Implementers should bypass unnecessary linear sequences and remain focused on the articulated goals or desired ends of the change initiative. For example, students with severe disabilities presently served in centers or in separate schools in a particular district are to be served in more inclusive settings, dispersed in chronologically age–matched general education classes in their neighborhood schools. To implement this change, there is little need to first establish "special" classes at the general education site. Colorado provides a dramatic example of this, as students with severe disabilities have been moved from institutions directly to general education classrooms.

Finally, a review of the educational reform and systems change efforts clearly indicates that practitioners are to implementation as implementation is to change. They are the vehicles by which reform efforts are institutionalized, ensuring that changes will remain in place when the change agent, in this case the systems change project, no longer exists. Practitioners' individual and collective experiences with the implementation effort, along with measured outcomes of programs for

students, generate the questions that will inspire and shape applied research and future reform efforts. In the larger context of broad systems change, it is ongoing implementation of reform efforts that makes articulated changes tangible, expands our knowledge base, and ultimately improves outcomes for all learners, including those who experience severe disabilities.

There are a great variety of strategies available to support the implementation effort and these should be selected based on the expressed needs of the target audience as well as on knowledge of implementation theory and research. What are the critical implementation activities undertaken by the systems change states? The activities which emerged as essential aspects of the implementation effort are as follows: policy modification and development, development of programmatic guidelines, revision of job roles, development of demonstration sites, and modification of service delivery systems.

Activities to Support the Implementation Effort

Policy Modification and Development

Policies, regulations and laws which shape the provision of services to children and youth with severe disabilities exist at national, state, and local levels. Each of these supports the way services have been and/or are currently being provided. The experience of many systems change states is that existing policies, regulations, or laws may indeed inhibit change, and new or amended policies, regulations or laws are needed to support change efforts. For these reasons, systems change efforts often require concurrent changes in existing policy.

Examples of *state* policy change/proposal efforts reported by the state systems change projects include: in ***California***, LEAs require waivers from the state to serve students from "special classes" in general education classes for more than 50% of the

school day. PEERS staff monitor the number of waivers requested to make a case to revise the section of the Education Code that requires the waiver. ***California*** also had a financial disincentive in place for LEAs to operate their own programs for learners with severe disabilities, i.e., county offices of education usually received a higher funding support ratio for serving students with severe disabilities. PEERS staff worked with the California Department of Education to successfully eliminate this financial barrier (1988). In ***New Hampshire***, state guidelines which allowed for the use of "time-out" have been revised to mandate the use of nonaversive strategies to manage challenging behaviors. In ***Illinois***, the IPCDD (Illinois Planning Council on Developmental Disabilities), a free standing agency of the executive branch of the Illinois government, has been engaged for the last several years in the drafting of policies and policy implementation that is in concert with the goals and objectives of the systems change cooperative agreement.

At least three states have adopted new policies which have the potential to impact sweeping changes in how students with severe disabilities are educated in their states. ***Michigan*** has adopted a position statement (1992) stating that inclusive education will be the first option for all students with disabilities. ***Vermont's*** ACT 230 (1990) emphasizes success for all students in general education classrooms and paves the way for individual schools to "capture that vision." ***Michigan*** also has a "Quality Education Act" (Public Act 25, 1990) which mandates that every school district must publish information on what they're doing to improve their schools and how many students are not served locally, including who they are and why they're not served locally. The exciting ***Kentucky*** Reform Act (1990) mandates a host of service provision changes which impact students with disabilities, such as the development of family and youth resource and support services, public inclusive preschools, upgraded inclusive primary schools, and site-based management of resources and accountability for student performance outcomes.

Colorado and many other states are in the process of developing policies related to inclusive education with their state boards of education.

These state level policies may be developed or revised in several ways. They may be the result of litigation, as was the case with the litigation that banned the use of I.Q. tests with minority children, or as a result of new developments in educational technologies. A proposed policy/bill must be passed by the State legislature to become a law. This process typically means that a senator(s) or assembly person(s) sponsors it, and the whole legislature votes on it. The bill may be reviewed by different legislative committees who offer input; there may or may not be public input solicited or accepted. Once passed, one or more executive departments may be asked to develop regulations which specify how the law is to be interpreted or implemented. The development of regulations typically requires notification of all concerned parties and public input period(s) (as specified by the Administrations Process Act or APA). The department(s) developing the regulations must show evidence that all interested parties have been notified and that their input has been considered in their decision. The Department of Education or Board of Education makes the final decision on adoption of regulations. Laws incorporate policies, or policies may exist on their own, e.g., a department may develop legal advisories or policies and recommend that school districts follow them. These policies impact state systems change efforts in at least a couple of ways: many districts follow state policies whether or not they are mandatory, and if a dispute arises, the court generally upholds state or state department policy even if it is not a law. Litigation outcomes reciprocally impact changes in laws.

A current example from *California* provides a detailed illustration of the regulations development process at the state level:

> Regulations are in development to implement the Hughes bill (Assembly Bill 2643) to ensure that students receiving special education services are treated

with dignity and taught using positive behavioral support strategies, an important component of current best practices (cf., Carr & Durand, 1985; Durand, 1990; O'Neill, Horner, Albin, Storey, & Sprague, 1990). Initially, the bill was developed by an Assembly committee, sponsored by Assembly member Hughes, and passed by the State Assembly and the Senate. It then became law, and amended the California Education Code (CA Ed Code 56520–56524). The law mandates the use of positive behavioral support strategies in managing challenging behaviors exhibited by any persons receiving special education services in California, and requires the development of specific regulations outlining these strategies within an identified time period. The law also mandates a study of current practices in use in the state, the results of which will help guide inservice and preservice training needs across the state. In this case, university experts were called in to draft the initial regulations together with state department personnel. All relevant/ interested parties were notified, and a series of public hearings in various locations throughout the state were organized and overseen by the Advisory Commission on Special Education to respond to the regulations draft. The commissioners then reviewed public input and made revisions to the originally proposed regulations. At that point, the adjusted version was presented by the Commission with representatives from the State Department of Education, Special Education Division, to the State Board of Education (7/8/92); this was followed by another round of public input when all interested parties again had opportunity to comment before the State Board will vote to adopt the regulations. Although the process is lengthy, in the end it will mean that the state itself upholds the rights of individuals who experience disabilities to be treated with dignity using positive behavioral support strategies, without the use of aversive strategies. The adoption of these regulations will naturally

result in more widespread implementation efforts as well, as district staff and others work to implement the new law. In this way the change effort is furthered.

In addition to state level change, at the *local* level policies may also need to be revised or developed to support changes in such areas as job roles, responsibilities, and job descriptions, and in class sizes and make–up. For example, ***Colorado*** and ***Vermont*** both have developed new credentials which support changes in job roles for special education teachers (for more detailed information see "Changes in Job Roles" section which follows). Oakland Unified School District in Oakland, ***California*** adopted new "roles and responsibilities" for paraprofessionals which enabled them to implement teacher-designed, direct instruction to students in general education classes and in the community, even without a special education teacher being physically present. These are activities which the prior job description prevented. Numerous school districts across the country have adopted policies which permit and regulate the provision of "community-based" instruction for students with severe disabilities in nonschool environments. In ***Illinois***, a new transition into adulthood law was passed (1991) which mandates that formalized interagency transition planning must begin for all students with significant disabilities at age 14.5. An additional policy revision now put in place in such schools as those in Berkeley, Oakland, Colusa and San Lorenzo Valley, ***California***, is that students with severe disabilities are now counted in the general education contractual pupil count for classes in which they are fully included members.

Each of these new or revised policies supports the implementation effort by eliminating policy barriers to change, by making change "official", and by impacting a widespread group of practitioners, consumers and advocates, as well as the general public.

Development of Programmatic Guidelines

Programmatic guidelines are often developed by systems change projects. These written guides generally reflect the best educational practices to date and serve as expectations for project implementation sites. They contribute most significantly to the implementation effort if they are adopted as standards by state or local education agencies because their utilization can help to set excellent and uniform educational program, school, or district goals and may assist in information dissemination thereby minimizing resistance to change. ***Kentucky*** provides an example of a state which has adopted programmatic guidelines. These were developed by systems change project staff and disseminated to all LEAs and they have been adopted by the Kentucky Department of Education. In ***California***, PEERS Project guidelines are used by the state for all "implementation sites", and sites must work toward meeting specific criteria outlined in the guidelines to retain their status as implementation sites. Each site has an annual growth plan to address any area of need, which is reviewed annually. In ***Colorado***, CEEM Project guidelines have been utilized in their "on-site review" process. In ***Vermont***, the statewide systems change project assisted the state department in the revision of their IEP process which was incorporated into the state LRE guidelines.

Whether or not programmatic guidelines are adopted by the state and/or local school districts, when they are developed and adequately disseminated they enhance the implementation effort especially in the areas of training and communication, specifically, in the transmission of information, and the clarity and consistency of the information provided. They also increase the likelihood that proposed changes will positively impact the behavior of practitioners.

Programmatic guidelines may be developed for local implementers such as teachers, paraprofessionals, and/or related service providers, or persons

administering programs such as principals, program specialists, Directors of Special Education, or state department personnel.

They may also be utilized as:

- an awareness level information source regarding current best practices in service delivery;
- a tool in evaluating change efforts (when applied to specific programs);
- criteria for the selection of implementation/demonstration sites;
- a tool to develop action plans to systematically implement changes at a particular site(s);
- a resource to validate the efforts of individuals implementing changes, i.e., to "objectify" their efforts.

Guidelines offer the user a clear framework for organizing their programs using specific best educational practices as markers; for example, inclusive schooling in neighborhood schools, integrated therapy, and/or site–based management of resources (financial, time, personnel and materials); and concurrently encourage the user to adapt the materials and ideas contained therein to their needs and the unique needs of the individual students, instructional teams and schools affected.

Many statewide systems change projects have developed best practice guidelines (as well as other related products) and disseminate these in the form of checklists or manuals. Examples include:

The ***Vermont*** statewide systems change project has developed a manual outlining best practices, and a series of manuals on individual program design. Similarly, the ***Michigan*** statewide systems change project has developed several manuals that cover specific topics in some detail, including inclusive education, building community in the classroom, the instructional process, planning for

inclusion, managing challenging behaviors, and systems change. The ***Kentucky*** statewide systems change project has also developed several similar "guidelines," addressing such topic areas as services for children with complex health care needs, quality program indicators for students with moderate and severe disabilities, communication strategies, integrating related services, extended school year services, age–appropriate regular school placement, and alternative portfolio assessment. The ***Virginia*** statewide systems change project has developed programmatic guidelines, as well as a disability awareness manual, a videotape, and "program packets" on: integration, facilitating social interactions, design, delivery and monitoring of effective instructional programs for learners with disabilities, and community-based instruction. Additionally, they have developed manuals for technical assistance providers moving students from segregated to integrated special education sites and to assist local school systems to integrate learners with severe disabilities. ***California's*** statewide systems change project (PEERS) products relevant here include inclusive education guidelines, implementation site criteria checklist and site agreements, a week-long inclusive education team training and module, and a curriculum adaptation manual developed with ***California,*** CRI and ***Colorado's*** project. ***California's*** special education inservice training projects, TRCCI (Training and Resources for Community and Curriculum Integration) and CDBS (California Deaf Blind Services), have also developed several manuals on best practices which PEERS utilizes. The ***Indiana*** statewide systems change project has developed guidelines for peer tutors, summer institutes, and regional inservices. Finally, CRI has developed an Inclusive Education Technical Assistance Planning Guide (Simon, Karasoff, Halvorsen, Neary, & Smith, 1992) (see *Selected Strategies,* Chapter 6 for more information and reference section for complete citations).

Revision of Job Roles

Inherent in changes in the delivery of services for learners with severe disabilities are changes in job roles/descriptions. These changes can support and reflect the overall goals for change, or present barriers to implementing change if they do not accompany the change effort. These encompass all levels of service from the direct service provider to administration, to the provision of technical assistance and training programs.

Special Education Teachers

For special education teachers, changes range from changes in *where* they teach (separate sites and/or classes to general education classrooms) and *what* they teach (developmental curricula to a focus on core curricula and functional life skills), to *how* their services are provided, from direct instruction to consultative and/or collaborative models. In ***Vermont*** and ***Colorado***, new credentials and job titles have been developed which reflect the change to a consultative model; in ***Colorado***, an "Integration Facilitator" credential is replacing the former "Level 3" credential serving students with profound needs; and in ***Vermont***, a consulting teacher certification has been developed. In ***Kentucky***, ***Michigan***, and ***Colorado***, special education teachers are becoming members of collaborative instructional teams. In ***Kentucky***, this is mandated by state law at the K-3 level; in ***Michigan***, at all school levels, e.g., one special educator and three general educators might work with an ungraded group of primary students; at the high school level one special educator might be assigned to a department team serving students in a particular subject area such as English or Art. In ***Colorado***, at least one school district (Commerce City) utilizes multi-age staff teams at the elementary and middle school levels; a special educator is assigned to support all students identified as needing "special" support in the group the team serves and auxiliary staff (computer, library,

music) are assigned to teams as well. Obviously these teachers' workdays are very different than if they were teaching in their own separate programs in special classes for students with severe disabilities.

The change from a special class teacher to a support teacher in an inclusive model also includes new job responsibilities and/or a new emphasis on skills formerly required of special education teachers, such as:

- extensive public relations and advocacy work initially to establish and maintain inclusive classrooms/sites;
- collaboration with general educators and administrators, as well as parents, instructional assistants, related service personnel, and special education administrators;
- consultation with and support to general educators;
- adapting general education curriculum across grade levels;
- training and supervising instructional assistants who are dispersed in several locations;
- providing direct instruction to heterogeneous groups of students including general education students; and
- acting as the case manager or team coordinator for individual students' instructional teams.

General Educators

These changes also impact the job roles of general educators. General education teachers now must serve more heterogeneous groups of students as well, with a critical need for accompanying changes in their instructional styles and strategies to successfully meet the needs of groups of diverse learners. Examples include multi-age and ability groups, peer instruction strategies, learning centers, whole language, cooperative learning, and thematic activity-based curricula where

the teacher acts as a facilitator, coach and/or guide for actively engaged learners, vs. traditional competitive or didactic models where the teacher most often lectures or acts as the dispenser of knowledge to passively engaged learners. General educators may also be asked to collaborate more with colleagues, perhaps engage in peer coaching and/or team teaching, and provide direct instruction and supervision to students with severe disabilities.

Collaborative Teams

Collaborative service delivery models are operated by *collaborative teams* with their own identities and functions (as mentioned in Chapter 1). The following teams are often utilized.

1. *Individual Student Planning Teams*

These include students, general education teacher(s), special education teacher(s), instructional assistant(s), related service provider(s), parents, and administrator(s). These teams were formerly "IEP teams"; they develop and implement an individual student's educational program, evaluate his/her progress, solve problems, generate curricular adaptations, facilitate planning sessions and formal support for the student as needed, and share information, challenges and successes. In ***Vermont***, student planning team members rotate the roles of facilitator, recorder, timekeeper, encourager, "jargon buster," and observer to promote role sharing and collaboration. In addition to the tasks already mentioned, ***Vermont*** student planning teams identify training and information needs, improve communication with and support to families, develop long range educational plans for students, and plan students' transition to the next learning environment.

2. *School-wide Teams*

These also include teachers, students, instructional assistants, related service providers, administrator(s), parents (of general and special education students), and interested community members. These teams develop and implement action plans related to inclusive education at their school site, plan how resources will be used, ensure inclusion for all students, work to infuse ability awareness information and materials into existing curricula, secure inservice training for staff and students at the site related to their particular needs, interface with individual student planning teams and district teams to monitor, problem-solve, and evaluate ongoing efforts. In ***Vermont***, both school-wide planning teams and individual student planning teams are central components of systems change efforts. School-wide teams review current practices against best practice indicators, and develop action plans to meet site change needs. They also identify resources which are available to the school, and identify needed changes in school/district policy. One function of schoolwide teams in ***Colorado*** is to translate materials into the native language spoken by families. Other team examples can be found in Chapter 1.

3. *District-wide teams*

These teams which may include more than one district, also include teachers, students, instructional assistants, related service providers, administrator(s), parents (of general and special education students) and interested community members. This team performs such activities as planning for district-wide implementation, obtaining inservices for staff and students in the district, developing, refining and adopting policy and procedures for the district, recruiting personnel, developing and maintaining

a library of "ability awareness" materials, assisting parents in advocating for appropriate services, and evaluating the progress of plan implementation. Each district involved with the PEERS project in ***California*** forms such a team, as was described earlier in Chapter 1. For example, San Lorenzo Valley Unified School District's planning team includes representatives from all school site teams in the district. One of their recent accomplishments was to bring their priorities to the district wide planning committee which resulted in establishing ability awareness education as a critical element of the district's overall strategic plan. The newly formed district-wide inclusion task force in Berkeley, ***California*** plans to revise special education teacher and paraprofessional job descriptions as one of their first activities. Other plans include establishing procedures for the provisions of related services, and developing a district report card for students with significant disabilities which matches the district format for typical students but reflects best practice curricula differences.

Related Service Providers

As has been described, inherent in new job roles are changes in the way services are delivered. For example, changes for related service providers include:

- increased collaboration with other professionals and parents;
- participation on collaborative individual student, site, and/or district teams;
- providing direct service in general education classrooms or in integrated settings such as adapted physical education during physical education classes for general education students; and
- consulting with general and special education teachers, students, and others to ensure inclusion of objectives throughout the day, and more successful participation for all students.

A second grade class, in which a student who experienced numerous movement-related challenges was fully included in Berkeley, ***California***, provides an excellent example of these changing roles. The physical therapist who assisted him to perform his range of motion exercises on the floor, also led a small group of other second graders surrounding him in yoga exercises at the same time. When the occupational therapist helped him learn to operate a switch to access the computer, she taught this in the context of the student giving commands to his classmates, playing Simon's role in a "Simon Says" game or controlling the activity in a game of "Red Light, Green Light" at recess. The speech therapist at another elementary school in Berkeley taught whole class lessons alternately with small group lessons, instead of seeing students receiving speech services on an individual pull-out basis. For example, she collaborated with resource and general education teachers to teach a letter writing/pen pal unit to a fifth grade class containing three or four students receiving speech therapy services; during small group times she worked on speech skills in the context of teaching students to play popular board games together.

Paraprofessionals

Changes for instructional assistants include:

- facilitating and supporting social interactions between students with disabilities and their nondisabled schoolmates;
- supporting students in general education classes under the direct supervision of the general education teacher, with consultative support from the special education teacher;
- providing instruction to students in nonclassroom school settings and community settings;
- assisting with adapting general education curriculum, especially incidentally;

- supporting and supervising heterogeneous groups of students, including general education students;
- teaching lessons to small groups or whole classes of heterogeneous groups of students; and
- working in collaboration with other team members at the student, site, and/or district levels.

For example, an instructional assistant in a "full inclusion" program in Berkeley, ***California*** typically provided instruction in reading to one group while the general education teacher worked with the student with disabilities and other students in another group. One afternoon per week the instructional assistant also taught the whole class lessons in conflict resolution while the teacher worked with individual students needing attention. Another example of this was described earlier in the changes in Oakland Unified School District's roles and responsibilities for paraprofessionals.

Principals

As students with significant disabilities increasingly attend their neighborhood schools, building principals' jobs are also impacted. They are becoming responsible for the day-to-day supervision and evaluation of their special education teachers and instructional assistants and their programs. Current changes also imply training needs for all staff, including training on efficient teaming and collaborative skills, as well as on instructional strategies for learners with diverse needs. Vandercook and York (1990) note that principals who demonstrate support of collaborative teaming are much more likely to have successful inclusion at their sites. They may do this by setting an expectation that teachers will collaborate, providing incentives for collaboration, participating as team members, and arranging planning time for teams, as well as providing staff training. At the

minimum, it is helpful for principals to convey an attitude of acceptance and appreciation for the unique contribution of each student and staff member at the school. In concert with the school restructuring movement, the new building principal is viewed as less of an authority figure and more of an instructional leader, sharing power with other teachers and supporting teachers to teach.

The principal at Hanson Elementary School in Commerce City, ***Colorado***, is representative of this "new" building principal. Together with his staff, he has reorganized students into multi-age and ability groups, managed by instructional teams. A non-categorical special educator is assigned to each group (preschool, primary, and intermediate) who supports identified students to be fully included members. He has arranged for teaching teams to have planning time during the school day by "block" scheduling, and he provides staff with inservices on collaborative teaming. This school is one of several in ***Colorado*** that has also adopted outcome-based learning for all students.

Principals in ***Kentucky*** are also beginning to implement outcome-based curricula for students, as mandated by the ***Kentucky*** Reform Act (1990). One component is school-based accountability for student outcome performance; if students fail, principals and educators job security may be in jeopardy. This law clearly has direct impact on job roles and responsibilities.

In summary, as with policies and regulations, all related job roles and responsibilities must be scrutinized and appropriate revisions made as the implementation effort progresses. These professionals are in a position to be the practitioners of change. Lack of adjustment at this level very practically impedes movement, while positive changes here serve to support, institutionalize, and reciprocally shape systems change efforts.

Development of Demonstration Sites

Demonstration sites developed for the purpose of furthering systems change efforts are typically selected from those sites in local school districts that effectively serve students with severe disabilities. Their programs may already reflect and embody best practices as identified by systems change projects, or the staff have made a commitment to develop their program. Sites are usually representative of different ages, e.g., preschool, elementary, middle, high school, and post secondary; geographic locations and communities in the state, including urban, suburban, and rural; and types of job roles, e.g., principals, general and/or special education teachers or related service providers, so that visitors may select the site that most closely match his or her particular needs/interests. Visitors to sites may include teachers, parents, care providers, administrators, Board of Education members, instructional assistants, related service providers, and/or school psychologists.

In some instances arrangements for site visits may be made through a site coordinator who is responsible for the entire state or a specific region of the state. The site coordinator(s) may also work with site teams or individuals at the sites selected to secure agreements, develop growth plans, provide technical assistance and support, share information, and evaluate the site against project criteria. Demonstration site visits provide the visitor with an opportunity to observe practical applications of best practices. In *California*, visits are conducted either as "observations" or actual "trainings", the latter with "hands–on" experiences and feedback; both trainings and observations have specific objectives identified for the visit in advance. Visits may be made on a one-time basis, or follow-up visits may be arranged to accomplish goals. Usually both the site contact person and the visitor(s) complete an evaluation which is shared with the implementation site coordinator upon completion of the visit.

Systems change projects often develop their own demonstration sites, as have the projects in ***Indiana, Arizona, Virginia, New York, California,*** and ***Colorado;*** and/or they may coordinate their efforts with demonstration site networks already in place in the state as part of the state's special education inservice training unit, as have ***Pennsylvania*** and ***California's*** statewide systems change projects.

In ***Indiana,*** the statewide systems change project has developed several model implementation sites across the state to date. In ***Virginia,*** districts participating in the statewide systems change effort each select a primary, middle and high school site in their district to receive technical assistance from project staff; those that score above 85% on ***Virginia's*** "Implementation Planning and Review Checklist" then become part of the state's network of exemplary sites. In ***Colorado,*** CEEM developed a network of at least 17 sites dispersed throughout the state. Each project year, ***Arizona's*** systems change project works with each of the state's 3 regions to develop a model continuum of preschool, primary, and secondary sites to provide both turn around training "cadres" and implementation sites for training. The ***New York*** statewide systems change project has also developed several project sites to date.

In ***Pennsylvania,*** the statewide systems change project expanded on a number of "quality education models" originally used by the state reflecting former best practices (classes for students with severe disabilities on regular, age-appropriate school campuses); presently districts must submit an application to the systems change project to compete and they must make a commitment to developing sites to be selected to receive project technical assistance. In ***California,*** three other state level projects share sites with PEERS: TRCCI (Training and Resources for Community and Curriculum Integration), California Deaf Blind Services, and the Positive Behavior Change Project. Together they have a network of over fifty implementation sites across ***California,*** representative of all ages, types of abilities,

and regions (also see Chapter 2, Section on *Mutual Training Demonstration Site Development*).

Other statewide systems change projects have proposed the development of demonstration sites as well, e.g., the ***Michigan*** Inclusive Education Project plans to develop twenty sites over a five year period, with project staff offering intensive skill training, technical assistance and team building skills to selected site teams for a time commitment of eighteen months per site, five sites per year. ***New Hampshire*** plans to work with six sites in each of their project years 2-4, with site selection based on geographic distribution, site commitment to statewide systems change, and the site's capacity to implement action plans around inclusive education goals.

All of the projects with demonstration sites to support their implementation efforts have also developed criteria for the sites in the form of checklists, contracts, or manuals; a few noteworthy examples are ***Virginia's*** checklist: "Implementation Planning and Review Checklist," PEERS' checklist: "Implementation Site Criteria for Regular Schools" (1991), and the ***California*** implementation sites manual, Guidelines for Maintaining, Supporting, and Utilizing Implementation Sites (1992) (see list at the end of this section for a complete list of activities by state; see also product appendix for complete citations).

Modification of Service Delivery Structure

Service delivery models for students with severe disabilities have gone through dramatic and sweeping changes in the last century. Very briefly, there have been overlapping periods of no schools, followed by periods of residential schools and institutions, segregated public and private schools, special classes at general education sites which initially often did not match the chronological age of typical children present at the site and did not consider natural proportion, and chronologically-age appropriate special classes at general education sites with an

emphasis on quality interactions with typical peers. In general, the movement has been toward progressively more inclusion in the mainstream, as noted in the introduction. The reader is referred to Brown, Nisbet, Ford, Sweet, Shiraga, York, & Loomis (1983), Meyer & Putnam (1987), and Halvorsen and Sailor (1990), for a historical review of service delivery models to date. In recent years, a new service delivery model has emerging in which students with severe disabilities are served in general education classes at their 'neighborhood' or 'home' school, that is, the school they would attend if they did not experience a disability. This integration model has become known as full inclusion, inclusive education, or supported education (Forest & Lusthaus, 1989; Snow, 1989; Stainback, Stainback, & Forest, 1989). Numerous authors have discussed the rationale for this model (see Brown et al., 1989a, 1989b; Sailor, Gerry, & Wilson, 1991; Thousand & Villa, 1989). Benefits noted for students with disabilities include that the model facilitates numerous critical aspects of a quality integrated program, such as heterogeneous groupings, natural proportion of students with disabilities, participation in all aspects of school and daily life, and the development of sustained social relationships with typical students and adults. It is replete with benefits for typical students as well, including positive changes in attitude, tolerance and appreciation for individual differences and contributions, appreciation for similarities, perspective on what's important in life, acquisition of cooperative and support skills, and the opportunity to develop friendships with peers who experience disabilities. These benefits have far reaching implications for much needed societal change.

Within this model, several different approaches to service delivery are being tried and are described in detail in the Curriculum Adaptations for Inclusive Classrooms manual developed by CRI, PEERS, and the Colorado Systems Change Project (Neary, Halvorsen, Kronberg, & Kelly, 1992). For school-aged children, these include four primary models: (1) itinerant categorical specialized support; (2)

itinerant non–categorical specialized support; (3) resource specialist as case manager with itinerant support; and (4) team teaching by a general and special education team. In Davis, ***California***, a college community 20 miles from the state capitol, the County Office of Education has operated an inclusive program of the first type for three years in students' home schools. This is a "categorical" group of students with severe disabilities with much heterogeneity across students. The program began with four students in three schools assisted by one support teacher and two paraprofessionals, with an expectation of growth. It grew to ten students among these same schools, all in different classrooms, by the end of the first year. The staffing has remained the same, with one of the three staff as the primary contact person for each school. ***New York*** and ***Vermont*** both offer non-categorical credentials for teachers, such as special education or consulting teacher, rather than specific disability labels. This facilitates the provision of the second model named above, 'itinerant non–categorical specialized support.' The non-categorical approach can work in other states as well, in spite of credentialing constraints. Usually, teachers are permitted to instruct students outside of their certification area as long as this does not comprise the majority of the group. In Paradise Valley, ***Arizona*** the third type of program, 'resource specialist as case manager with itinerant support,' operates in six schools, for 12 students who experience severe multiple disabilities. There are usually two students with significant disabilities in each school, and one paraprofessional to cover those two classrooms. The inclusion facilitator comes to each school on the average of once every six days, and has ongoing contact with aides, resource and general education staff through team meetings. The resource specialist has the immediate responsibility for day-to-day supervision of the program. ***Michigan, Colorado,*** and ***Kentucky*** provide excellent examples of the fourth model; team teaching.

All of the models discussed above can have applicability to older and younger students. The preschool inclusive process is fairly straightforward, particularly when public preschool programs are operated for any student in the district. ***Colorado*** is half way toward their goal of establishing neighborhood inclusive preschools statewide. In Adams County District #14, Commerce City, each of the four elementary schools has a neighborhood preschool on site. Students with special support needs who live in the area are fully included members in the preschools as a matter of course. Oakland, ***California*** represents a much larger school district; all of Oakland's preschool classes for students with severe disabilities are integrated with typical preschool programs such as HeadStart and Child Development Centers. Quality postschool transition programs present more challenges. Many states have developed promising programs located at community colleges. The reader is referred to Sailor, Anderson, Halvorsen, Doering, Filler, & Goetz (1989) and Neary, Halvorsen, Kronberg, & Kelly (1992) for a more detailed discussion of inclusive service delivery models.

Many school specific changes inherent in these inclusive models have already been discussed in previous sections of this manual (see section on "Revision of Job Roles"). They include physical changes, e.g., rooms formerly used as special education classrooms are being used for general education classrooms, computer rooms, or resource rooms for all students; changes in job roles and responsibilities, e.g., general education classroom systems are changing to meet the needs of heterogeneous groups of learners, including changes in the instructional styles of teachers; related service providers such as speech therapists, occupational therapists, hearing, vision, and orientation and mobility specialists are moving toward providing collaborative, *integrated therapy* rather than isolated pull-out models; staff members are working together with each other, students, and parents in *collaborative teams* to best facilitate the inclusion and learning of all students; and

changes in the allocation of resources, e.g., as students with significant disabilities are beginning to attend their neighborhood schools there is a parallel *decentralization of services* in the district; this impacts (reduces) student transportation needs and increases those of staff.

Changes at the *district* level include mergers between general and special education, establishing a unified service delivery system.

Changes at the *preservice* training or university level include similar mergers between education departments and specialty areas within each, and new sets of skills being taught to teacher trainees, e.g., collaborative team skills, strategies to facilitate inclusion such as "MAPS" (Vandercook, York, & Forest, 1989) and "Circles of Friends" (Forest & Lusthaus, 1989; Snow & Forest, 1987), and public relations skills.

Changes at the *state* level include changes in inservice units offered, such as those offered by ***Vermont's*** Inservice Project described in Chapter 2. The ***New York*** state systems change project offers a three-part training program at the state level. Phase I, "Training on Quality Inclusive Schooling," was offered in 11 regions across the state and over 1,300 professionals, parents, and community members attended. Phase II, "Training on Teaming, Educational Collaboration, and the Task Force Model," was offered in each region after Phase I. To attend, districts were required to send a team including regular and special educators and administrators, parents, and related service providers. These districts were then eligible to apply for Phase III: at least one year of on-site technical assistance (1 day/month) and a $6,000.00 mini-grant to support task-force activities (mini-grants were co-sponsored by the SDE). In ***New Hampshire***, the statewide systems change project offers a similar statewide inservice program, an extensive skill building opportunity for educational personnel and parents who may choose from several different comprehensive

seminars in critical subject areas. They also offer "The Family Leadership Series," a comprehensive seminar for parents who have children with severe disabilities.

Other changes at the *state* level include changes in courses offered through summer institutes; governance changes such as phasing out county operated special education programs (as opposed to district) and having districts bring students back to their home districts and schools; policy changes (refer to section on *Policy Modification and Development* section, Chapter 3); and mergers between departments at the state level, such as that of ***Kentucky***. In ***Kentucky***, the entire Kentucky State Department of Education (KDE) was dismantled in 1990 and reconfigured in July of 1991. This provided an opportunity for significant reform. The Division of Special Learning Needs has also been disbanded; staff members representing "special" education are now assigned to other departments to work collaboratively with colleagues in curriculum, vocational education, professional development, primary education, preschool education, etc. All KDE issues and developments are addressed by "matrix" teams, comprised of representatives of all key stakeholders in the department. Staff are optimistic that providing a collaborative model at the state department level will positively impact the organization of local school districts.

Each of these changes and approaches emphasizes that special education is not a place but rather an individualized set of services to support students' education in their home schools with their age peers. Systems change activities are really about changing service delivery systems.

Evaluation

Evaluation questions for the implementation section include:

1) Have policies which affect the provision of services for learners with severe disabilities been reviewed or revised? Where needed, have new policies been developed? Have efforts been made toward their adoption?

2) Have programmatic guidelines been reviewed/revised/new ones developed? Have they been disseminated/field-tested for usefulness? Are practitioners using them?

3) Have job roles been reviewed/revised/new ones developed? Have relevant credentials been reviewed/revised/new ones developed for: general and special educators; related service providers; paraprofessionals; principals; administrators; etc. Are practitioners involved in and aware of changes in job roles and responsibilities? Are they trained in changes? Are they integrating changes into their performance?

4) Have demonstration sites which embody goals of systems change initiatives been identified/ developed? Has a site agreement/contract been developed and signed and a growth plan developed? Has a procedure for site visits been established? Are interested persons aware of the opportunity to visit sites? Have sites been utilized for visits/trainings? How do visitors evaluate the usefulness of their visit? Are they applying new knowledge gained during visit in their own settings?

5) Have service delivery structures been modified? Have these modifications resulted in increased integration/inclusive options?

Selected Systems Change Strategies for Supporting the Implementation Effort

Arizona (1990-1995)

Demonstration sites required to develop program guidelines. Local advisory councils develop policies and procedures with project staff assistance. Developing model continuum of sites in each region of state at preschool, elementary and secondary levels which serve as training sites and supply training cadres.

California (1987-1992)

Policies modified or developed: refined items in Coordinated Compliance Review (CCR); changed child count questions on annual individualized MIS (Management Information System: CA's statewide system for pupil count data); 1988 Assembly Bill 4074 took away financial disincentive for LEAs to operate own programs; 1991 Senate Bill 806 specifies that integrated sites that exemplify best practices be identified (and that this information be disseminated as well as information on how many students with severe disabilities attend their neighborhood schools: state progress in this since passage of PL 94-142); monitoring number of waivers requested to make change in education code which requires a waiver to serve 'special class' students in general education classes with itinerant support for more than 50% of school day. Programmatic guidelines: PEERS Inclusive Education Guidelines (1991), Implementation Site Criteria (rev. ed. 1991), Curriculum Adaptation Process Guidelines (1991); working with LEAs on case-by-case basis to modify job roles and descriptions, e.g., assisted Oakland USD to revise roles and responsibilities for teachers and paraprofessionals, and Davis USD to develop guidelines for integrated therapy. Sharing implementation sites with three other established state inservice training projects. Developed

training module on inclusive education for school site teams (Halvorsen, Neary, Gilbert, & Terry-Gage, 1992).

Colorado (1987-1992)

Revised teacher and other personnel certification standards. Presently: *Level 1:* Moderate Needs (traditionally consultative to general educators), *Level 2:* Severe Needs, and *Level 3:* Profound Needs (with Life Skills focus) becoming *Integration Facilitator*. Work with SDE on restructuring efforts, learning proficiencies; work internally within on-site monitoring to allow flexibility of count data, cross-categorical resource allocation, etc. Developed 17 demonstration sites across state managed by three regional site coordinators. Developed programmatic guidelines to address some areas of liability. Work intensively with districts wanting to restructure service delivery, by: (1) integration facilitator as consultant model to serve students in home schools where there is not a "Level 3" teacher, (2) cross-categorical service provision that allows for special education staff to be part of grade level teams and support learners with a wide range of instructional and affective needs, and (3) advocate team teaching and co–teaching in regular education classrooms.

Hawaii (1989-1994)

Plans include identification and monitoring of state guidelines, policies, and procedures, especially in the area of curricular development, that support the integration of regular and special education programs. Focus on students attending neighborhood schools statewide.

Illinois (1987-1992)

ISBE (Illinois State Board of Education) has a statewide committee on barriers to integrated service delivery. Hold public hearings. Working to change restrictiveness of teacher certification (IPCDD put out $10,000 RFP to IHE School of Education Deans to examine issue); and alleviate funding problems

(IPCDD & ISBE have jointly funded a $100,000 study of the Illinois special education funding formula which provides financial disincentive to inclusion/integration – financial disincentive exists for districts to teach children and youth with severe disabilities in public schools because only 1/4 of staff in private day and residential schools have to be certified). Project CHOICES puts out annual RFPs for technical assistance for districts; most recently only those districts that reflect commitment to inclusion in home schools are eligible (cooperatives and joint district agreements cannot apply). Each selected school and/or district is awarded a grant to be used for staff and parent attendance at institutes, conferences, and for materials only. School or LEA is assigned a technical assistant who assists with changes beginning with the school board, financial reallocation, parent training, curricular practices, friendships and social interactions between students, community awareness, administrative issues, etc. Project CHOICES also working with IPCDD to make changes in preservice training programs for general and special education.

Indiana (1988-1993)

Working with SDE, LEAs, and Indiana's Council of Administrators of Special Education (ICASE) to address policies to support change. Project staff working with State Department of Education (SDE) to write state guidelines on LRE. LEAs invited to apply for ongoing technical assistance. After two years of support, these programs expected to serve as models for other programs in the area. Plans to develop and support model implementation in 27 of Indiana's 64 school corporations over five project years. Mandate shifts in service delivery in models, including changes in teacher/paraprofessional roles, related services, vocational training, and placement of students.

Kentucky (1987-1992)

Assisted SDE in development of model educational policies and in development of policies for outcome based assessment for students with severe disabilities under state education reform. Developed extensive programmatic guidelines for teachers and related service providers (see product appendix). Developed exemplary model sites to reflect a geographical and urban/rural balance.

Michigan (1989-1994)

Drafted a position statement on inclusive education as a first option for all students which also addresses funding issues. Quality Education Act (1990) states that every local school district must publish in a newsletter what they're doing to improve schools and how many students who should be served locally are not, and why. Modification of job descriptions for teachers, ancillary staff and related service personnel. Developing 20 model implementation sites over a five-year period. MIEP offers intensive skill training, technical assistance, and team building at site and student levels for 18 months/site, five sites/year. Service delivery structure and resource allocation changes include emphasis on team teaching.

New Hampshire (1988-1993)

Revised guidelines to support positive behavioral support strategies. Assist interested districts to modify job descriptions. Select and provide intensive assistance to 6 sites annually which demonstrate capacity to implement inclusive education goals. Provide consultation to districts wishing to modify service delivery structures. Offer extensive inservice program of comprehensive seminars at state level to educational personnel and parents. Established professional network of "integration facilitators" called the

Educational Leadership Network made up of educators involved in inclusive service delivery.

New York (1990-1995)

Working with SDE to examine policies related to inclusion. Three phase training and technical assistance process to modify service delivery across state, leading to selection and development of 13 districts as Implementation Sites in first year with 19 more selected to engage in supported planning activities for a year prior to applying for Implementation Site status. In 1992, offered a Higher Education Leadership Training Institute on Inclusive Teacher Education Programs to prepare regular and special education teachers for Quality Inclusive Schooling.

Pennsylvania (1990-1995)

Expanding on already established implementation site base; moving students to home school districts in heterogeneous ability groups. Coordinate efforts with the Instruction Support Teams (General Education Reform Effort).

South Dakota (1990-1995)

Plans to create LRE/Integration guidelines, create a system to review and modify guidelines which promote integration of students with severe disabilities into general education settings; identifying and recognizing districts throughout state who are exemplary in any part of integration process rather than establishing model sites – called "progressive or integration sites."

Utah (1989-1994)

Plans include extensive policy and procedure review and revision to establish SEA, LEA, and administrative support for project activities. Developing implementation sites within selected districts across state; preschool through transition-age programs represented. Focusing on a transdisciplinary,

neighborhood school model. Eliminated financial disincentive for integrated service delivery models. Using federal 619 money for preschool integration projects.

***Virginia** (1987-1992)*

Conducted needs assessments with LEAs and made several recommendations to SEAs regarding development of policies and procedures to remove barriers. Developed a number of programmatic guidelines (see product appendix). Special education teachers' jobs changing to consultant model; one LEA has written new job description for teachers as itinerant supporting students in a particular geographical region and age level. Districts participating with Project each selected three sites across age levels to receive T.A. Those sites that scored above 85% on VA's "Implementation Planning and Review Checklist" then served as project implementation sites. Moved students from segregated and/or age-inappropriate sites to age-appropriate integrated sites, also returned students to home districts in rural areas which had formed cooperatives with neighboring districts.

***Vermont** (1988-1993)*

Act 230 passed in 1990, emphasizes success for all Vermont's students in regular classrooms and paves the way for all schools to "capture that vision." Have developed extensive programmatic guidelines (see product appendix). Extensive modification of job roles and descriptions: classroom teachers, administrators, special educators, related service providers. Have developed model sites.

***Washington** (1989-1994)*

Developed guidelines which delineate "best practices" related to social skills, transition planning, integration, community-based instruction and other quality program components (see product appendix).

CHAPTER 4

PROMOTING COLLABORATION

By: Morgen Alwell

The purpose of education for learners with severe disabilities is the same as that for typical learners, to prepare for full participation in community life. Participation occurs through meaningful vocational contributions, preferred leisure activities, and satisfying and sustaining relationships with friends, family, and others in the general community. It also means getting along with others in an interdependent and complex society, adjusting to ongoing change, and managing basic needs. To meet these complex objectives, schools today are not only faced with the challenge of teaching students basic skills, higher order thinking and reasoning skills, social skills, and vocational skills, but also with facilitating the healthy psychological development of students. It is well-documented that separate, isolated educational service delivery models do not produce these outcomes for learners with severe disabilities (Brown, Nietupski, & Hamre-Nietupski, 1976). Often even well planned programs with special classes at chronologically age-matched regular schools do not produce members who are fully integrated in their school and home communities. Therefore, students who experience significant learning challenges are being included increasingly in general education classes with special education support in their neighborhood or homes schools (see *Modification of Service Delivery Structure*, Chapter 3). Readers are also referred to Stainback, Stainback, & Forest (1989) and Stainback & Stainback (1990; 1992).

Vandercook and York (1990), Rainforth, York and MacDonald (1992), and others note that given the varied and complex needs of these students, educational programs must be carefully designed and implemented by teams of individuals, including both students and adults. Each team member and each team contributes

unique perspectives and expertise. Their combined efforts provide the information and skills necessary to design and implement effective programs for learners with significant disabilities. *Collaboration* implies that team members willingly work together to achieve agreed upon goals. They let go of individual prominence for the efficacy of the whole and see themselves as equal contributors involved in a nonhierarchical relationship. A positive interdependence develops. Each member is expected to exhibit interpersonal and small group skills that have been described in the literature on cooperative learning groups (Johnson and Johnson, 1989). Collaboration among team members and teams is the key to successful inclusion of students who present significant learning challenges in general education classrooms. Collaborative service delivery is the foundation of successful programs for these learners (cf., Stainback & Stainback, 1987; Thousand & Villa, 1989).

Facilitating collaboration is critical for systems change agents because it also establishes ownership for change effort objectives. As discussed in preceding chapters, practitioners and relevant others must be included in the change effort early on and throughout all phases if they are to truly understand, support, and ultimately implement change objectives.

The need for collaboration may be extrapolated upward to the groups and organizations who directly and indirectly serve students with significant disabilities, including those at district, university, regional, state, and national levels. Selected activities to promote collaboration discussed in detail in this chapter are: public policy forums, course development with Institutes of Higher Education, participation on joint task forces, development of interagency agreements, advocacy group involvement, establishment of statewide advisory boards, involvement of general education, and building-based support teams.

Public Policy Forums

Public policy forums are a vehicle for different agencies/groups with different agendas to come together to review policies with a common goal in mind, e.g., systems change objectives for serving children and youth with severe disabilities. Public policy forums are an example of a type of "topical forum." In general, topical forums are content specific, structured yet interactive presentations by a group or groups of "experts" in a particular topical area. Typically they bring together practitioners, experts, and lay people with different information, experiences, and attitudes to discuss issues and share information in a collaborative spirit. They offer the change agent the opportunity to present important information to a variety of stakeholders in a format that is at once educational and engaging, because everyone present is invited to participate. In addition to public policy forums, a sampling of topics related to statewide systems change for learners with severe disabilities suitable for forums includes: procedures for students with complex health care needs, full inclusion issues and strategies, cooperative learning, integrated therapy, facilitated communication, and transportation. Topical forums may be local, regional, statewide, or larger. Many of the systems change projects utilize topical forums as part of their collaboration/implementation effort. ***Michigan*** hosts two-day regional forums on "mapping" strategies and ***Illinois*** held regional forums on different topics bi-annually.

In ***California***, PEERS offers one-day seminars every spring on full inclusion issues and strategies; PEERS staff also interface with others on public policy forums. In ***Illinois***, Project CHOICES holds similar forums on facilitated communication and on topics of particular concern to parents. Furthermore, they have participated with The Illinois Planning Council on Developmental Disabilities (IPCDD) in the process of reviewing, revising, drafting and implementing policy that is in concert with the goals and objectives of the systems change cooperative agreement.

Course Development with Institutes of Higher Education

Another critical activity for successful systems change is collaboration with institutes of higher education (also refer to *Skill Building* section of Chapter 2 for more information). Information on best educational practices for students with severe disabilities needs to be incorporated into existing preservice and inservice courses and programs offered to practitioners through universities, and new courses developed if revising existing curricula is insufficient. In addition, the knowledge base of university personnel can be invaluable in helping shape the systems change effort. The majority of the statewide systems change projects' staff are affiliated with universities, e.g., ***Virginia's*** statewide systems change project staff are associated with three major universities there: Virginia Commonwealth University, George Mason University, and the University of Virginia at Charlottesville. Within universities, there is also a need for much more collaboration among departments, especially among general education, special education, and related service personnel preservice training programs.

Many of the states we reviewed report that courses are jointly developed by systems change project and university staff. For example, in ***Michigan***, project staff have developed several inclusive education related courses for general and special educators preparing to receive students with challenging needs into their classrooms. Project staff also assist in implementing a network of summer institutes and training programs, and work closely with university staff in implementing collaborative research projects related to inclusive education and systems change in the schools. ***Illinois*** project staff have developed course structures for two graduate level classes on (1) the inclusion of students with disabilities in home schools, regular education classrooms, and local communities, and (2) on facilitated communication.

Participation on Joint Task Forces

Participation on joint task forces is a collaborative/implementation strategy that brings individual and various group representatives together to work on a common cause, thus it also furthers systems change efforts. Joint task forces are generally comprised of representatives of all stakeholders who have a significant relationship to the group's task, and who would be in positions to ultimately enhance or impede the group's objectives. Their participation is sought not only for their individual ability to contribute unique perspectives and expertise to the group, but also to enlist their support in the group's larger mission.

These boards typically represent many agencies and provide an example of joint task forces at the state level. (See part 6, "Establish Statewide Advisory Boards" in this chapter for more information). It is also important for project staff to participate on other agency task forces, e.g., in *California*, PEERS staff participate on the state LRE task force, Cal-TASH Board of Directors; Supported Life Board; research task forces & university curriculum committees. Systems change agents also typically facilitate the formation of joint task forces or teams within the regions and/or districts where they work. For example, in *California* PEERS requires participating districts to create district-wide collaborative integration task forces, as have personnel in San Lorenzo Valley and Colusa Unified School Districts.

Develop Interagency Agreements as Appropriate

In the field of provision of services for children and youth with severe disabilities there are numerous agencies/groups providing independent or parallel services whose effectiveness might be increased if the different agencies shared a common vision. Facilitating the development of interagency agreements is another important collaborative activity for systems change agents. All agency stakeholders at local, regional and/or state levels should be identified and represented in

different capacities of the change effort, e.g., included on district-wide inclusion or integration teams. Forums may be set up to address areas of joint concern between agencies and the development of interagency agreements undertaken to coordinate efforts. In ***Washington***, systems change plans include identification of overlapping areas of service delivery and assisting agencies to establish written agreements as appropriate. In ***California***, PEERS assists Special Education Local Planning Areas (SELPAs) and/or LEAs to develop interagency agreements as outlined in their needs assessments. In ***Pennsylvania***, one of the systems change project's primary goals is to establish collaborative relationships with agencies and organizations at state and local levels to promote integration in all areas of community life and at all age levels. In ***Illinois***, the State Board of Education and the Illinois Department of Rehabilitation Services (DORS) have a interagency agreement that any Project CHOICES' graduate who was competitively employed in an individual job site at the time of graduation would automatically become a DORS client for continued support into adulthood. ***Illinois*** also has a relatively new law (passed Spring 1991) regarding transition to adulthood that impacts collaboration between educational and other agency staff to provide formal transition planning for students beginning at age 14.5.

Facilitate Roles for Advocacy Groups within the Change Process

Advocacy groups include professional agency, as well as parent, family member, student, and community groups. These individuals and groups are important source of support for change agents. Their inclusion in the change process greatly strengthens it; likewise, their exclusion has a potentially deleterious effect on progress. Advocacy groups, especially parents, have traditionally been the "movers and shakers" behind systems change. Typically parent representatives and community members are involved on advisory boards, task forces, district and

building level teams, and special interest committees. In *California*, Cal-TASH and Protection & Advocacy Incorporated (PAI) are both represented on PEERS' Advisory Council, and local groups such as Area Boards for Persons with Developmental Disabilities and Community Advisory Council for Special Education are represented on SELPA/LEA task forces. In *Kentucky*, project staff also work closely with representatives of Protection & Advocacy (P&A) and other agencies. In *New Hampshire*, the systems change project has initiated the development of a parent task force to develop ways for schools and parents to work together more effectively and to publicize the message of integration at the community level. *Colorado* has made an intensive effort to bring advocacy groups such as the Association for Retarded Citizens (ARC), Council for Exceptional Children (CEC), Developmental Disabilities Councils, and parents into the systems change effort. As a result, many of these groups have taken a leadership role in the state, especially parents, who have organized and staffed the PEAK Parent Center in Colorado Springs, a parent information and training center. The Family Support Roundtable was established by the statewide systems change project in *South Dakota* to provide an opportunity for parent support groups and advocacy groups to have a collective voice for family services. Members include representation from all the agencies across *South Dakota* that provide family support, training or services, and does not include any state agencies. The role of the Roundtable is to make recommendations to state agencies and legislators on the issue of family services and to provide direction in collaborative training for families of children with disabilities.

Establish Statewide Advisory Boards

Participation on joint task forces is a collaborative/implementation strategy with the potential to impact systems change that brings individual and various group representatives together to work on a common cause (refer to a previous

section in this chapter for a general discussion of participation on joint task forces). Each of the 16 systems change projects reviewed in this manual was required to develop an advisory board which reviewed project activities as part of their funding agreement. Each project's statewide advisory board was uniquely configured with members that were representative of that state's key stakeholders. For example, ***Indiana's*** systems change project advisory board includes parents and SEA and LEA general and special education representatives from their School Board Association, Department of Education, Association of Public School Superintendents, Governor's Planning Council for People with Developmental Disabilities, Council of Administrators of Special Education, State Advisory Council on the Education of the Handicapped, State Teachers Association, Secondary School Administrators, Association of Elementary and Middle School Principals, Special Education Administrative Services, and the Institute for the Study of Developmental Disabilities.

An initial job of the task force is identifying the advisory board facilitator. This could be the project coordinator or director or it might be a parent and/or the state director of special education or his or her designee, or it may be co-facilitated by general and special education representatives. Statewide advisory board funding needs and sources must also be identified. In addition, all stakeholders who have a significant relationship to the reform initiative, such as constituents across general and special education and related service areas including Health and Developmental Services, who are in positions to shape, enhance or impede systems change objectives should be identified. Their participation is sought not only for their ability to contribute unique perspectives and expertise but also to enlist their support in the reform initiative. Once stakeholders are identified, representatives may be nominated by the agencies or groups selected, or individuals may be invited to join the task force by the project staff. When the group has been formed, it is

extremely useful to first establish a common knowledge base through shared information presentations of some kind. The role and direction of the group must also be established. The group may elect to generate issues and concerns and decide the direction(s) it wants to take, in addition to advising and providing feedback to project staff. Policy review, revision and/or development, product development, and/or legislative recommendations are examples of possible directions for the whole group or committees. Expected outcomes and timelines and the mechanisms the board will use to review their efforts and keep them focused must also be identified. Two examples in place from the systems change projects follow.

Kentucky's Systems Change Project Advisory Board includes state agency representatives, e.g., from the Department of Rehabilitation, the Department of Vocational Education, Protection and Advocacy, and the Cabinet for Human Resources; and local school district representatives including special education directors, principals, and teachers. ***California's*** PEERS Advisory Council holds quarterly meetings and was comprised of SELPA directors, County Office of Education Directors, university personnel, general and special education educators, State Department of Education personnel, representatives from the Senate Office of Research, the business community, the Department of Developmental Services, Protection & Advocacy Incorporated, the California Department of Education Preschool Unit, California Teachers Association, California Federation of Teachers, California School Boards Association, parents, general education principals and teachers, Chancellor's Office of the Community Colleges, and representatives from related service personnel, CRI, and Cal-TASH. PEERS advisory board activities included identifying and prioritizing need areas, offering input on PEERS project activities, working collaboratively in committees on agenda items to be promoted/ presented at the state level, promoting board concerns to relevant state agencies, as

well as informing constituents of proceedings and conversely bringing information/concerns to the board from constituents.

Involve Regular Educators

A discussion of the rationale for an inclusive service delivery model was presented in Chapter 3. Collaboration among all stakeholders to promote and facilitate inclusive schools and communities is the foundation of this model. If our goal is to provide children and youth, including those who experience significant disabilities, with educational contexts that enhance self esteem and value the unique contributions of individuals; if it is to teach cooperation, caring, social skills, communication and a myriad of basic and academic skills; if our goal is to have graduates from our public educational system possess the skills needed to be fully participating and interdependent members of our society, a society that supports and includes members who experience disabilities as a matter of course, then we must include all children in the mainstream from the beginning. Our success is predicated on our partnership with general educators. They must be involved and represented in all levels of systems change activities. The dissolution of present barriers will be the measure of successful systems change efforts – when "us" and "them" becomes "we," and we truly work together to improve programs and outcomes for all children. General educators have been involved with systems change efforts across the country in a number of ways, including:

- participating in site, district, regional and state trainings;
- participating on student, site, district, and state level teams;
- serving on committees;
- participating on advisory boards;
- co-presenting at trainings and conferences;

- collaborating at the university education department level and at the state department level; and
- collaborating with special educators on restructuring efforts.

Several examples in place from reviewed states follow.

In ***Virginia***, regular educators serve on district-wide and school site teams, they attend all project training events, visit implementation sites, and participate in panel presentations. In ***Washington***, regular educators are represented on the statewide advisory board, project staff have conducted principals' trainings, general education teachers and principals are included in presentations, general educators are involved on site level teams and are included in all site trainings. In ***California***, PEERS staff conduct institutes and trainings/awareness sessions for general educators, students, parents, and other organizations; PEERS and the California Department of Education provided the idea and seed money for the development of "Schools are for All Kids" (SAFAK) trainings for administrators and for site teams; staff are utilized as consultants and trainers in other LEAs; PEERS utilizes general educators as trainers; general educators are active in SELPA integration support teams and are also involved in summer institutes. The emphasis of the ***Michigan*** systems change project is on local development of inclusive educational options. Sites selected for project participation must involve general educators and demonstrate a strong linkage between inclusive education and overall school implementation efforts. General educators also participate on the project advisory board, co-present at conferences and trainings, etc. General educators are also central to systems change efforts in ***Vermont***, where the primary focus of the project is also on collaboration between general and "special" education.

Evaluation

Evaluation questions for the collaboration section include:

1) Have public policy forums been held/planned? Have key persons/agencies attended? Have decisions been made? Have these resulted in significant progress in relevant policy revision/development?

2) Have new courses been developed with institutions of higher education? Have old/outdated courses been revised? How are these evaluated – are new teachers implementing different programs? Have changes been made across preservice training programs? Are these trainings offered as well to practitioners in service?

3) Does systems change project staff participate on joint agency task forces? Have they developed their own (joint agency advisory board) (see #6 below)? Do they encourage the development of joint agency task forces within the districts with whom they work? How often do these meet? Are all key persons identified and invited to participate? Do they? What do/have they accomplish(ed)?

4) Does systems change project facilitate the development of interagency collaboration which leads to the development of interagency agreements?

5) Does the systems change project facilitate an active role for advocacy groups within the change process? Are they identified/included in change efforts/activities? How?

6) Has the systems change project established a joint agency advisory board? Are all relevant agencies and groups identified and asked to send representatives- or are representatives selected? Is an advisory board facilitator selected? Are ongoing meetings occurring? Has the Board's purpose been established? What does this board accomplish?

7) Does systems change involve general educators? How? At the state level, are departments merged/collaborating? Is special education reform linked to general school restructuring efforts? Are general educators involved on task forces and attending conferences? Are they included in trainings and dissemination efforts? At the university level, do personnel collaborate? Have departments merged? Are preservice programs coordinated in terms of content and requirements? At the local level, do district personnel collaborate? Have departments merged? Are district teams heterogeneous? At building level, does the general education principal take ownership for the program/students; provide supervision for special education teachers/staff? Are building level teams also heterogeneous? What about individual student planning teams? Are educators collaborating in the school? Do the general education teachers take ownership/provide instruction for the students? Is general education staff included in all trainings and dissemination efforts? Do they participate as presenters?

Selected Systems Change Strategies for Promoting Collaboration

Arizona (1990-1995)

Project chairperson affiliated with IHE. Summer institute participants receive IHE course credit. Interagency statewide advisory boards comprised of representatives from the Division of Developmental Disabilities, Arizona Association for Retarded Citizens, Rehabilitation Services Administration, AZ Sate School for the Deaf and Blind, SDSE, IHEs and LEAs. Working with statewide parent organization.

California (1987-1992)

Project staff interface with others in state to review joint policy directions. Work closely with IHEs across state. Participate on several joint agency task forces. Work with advocacy and parent groups such as Cal–TASH, Protection & Advocacy Incorporated, and Area Boards for Persons with Developmental Disabilities. Project advisory board met quarterly. Included general educators, students, parents and others in all trainings and awareness sessions; assisted in development of extensive principal and site team training workshops (SAFAK: Schools Are For ALL Kids); developed collaborative school site team institute and training module, and consulted with LEAs in addition to those targeted for project T.A.

Colorado (1987-1992)

Worked extensively with two IHEs in reviewing course offerings and providing feedback regarding teacher competencies when certification was new. Research Consortium: representatives from universities and CDE met with project representatives 4-6 times/year to review research, discuss potential research, allocate collaborative monies, discuss progress, and interface re teacher training programs. Offered paraprofessional training in several districts. Project staff participated on several joint agency task forces, including advocacy groups, adult services, and LEA strategic planning committees. SAB made up of agency representatives, parents, LEA staff, project and CDE staff. General education teachers: invited to attend all trainings and site networking meetings; co–present at local, state, and national conferences; contribute to manual and other product development; can request specific TA from site coordinators; highly involved at site level.

Hawaii (1989-1994)

Promotes community participation and involvement through local discussion meetings facilitated by systems change project. Project advisory board includes representatives from schools, community, parent groups, services providers, and professional organizations. Plans include promotion and development of full inclusion planning teams at district and school site levels; teams to include general educators. Project staff maintain contact with nine member HDE liaison team, representative of all islands comprising the state.

Illinois (1987-1992)

Illinois Planning Council on Developmental Disabilities (IPCDD–federally funded branch of Illinois government) has been engaged for 6 years in drafting policies and procedures that are in concert with the goals and values of Project CHOICES. (The Systems Change Project is combination of IL State Board of Education [IBSE], NIU, and the School Association for Special Education DuPage County [SASED-original IBSE systems change award recipient]). Project staff participate on several joint agency task forces with ISBE and IPCDD. The ISBE and the IL Department of Rehabilitative Services (DORS) have an interagency agreement that any Project CHOICES graduate automatically becomes a DORS client for continued support into adulthood. Parents very involved. Districts with grass roots parent advocacy first to apply to work with project. Have now formed own group: Parents for Inclusive Communities (PIC) with 4500 members. Work with Project CHOICES. General educators involved in all training institutes.

Indiana (1988-1993)

ILREI involves five IHEs. Management team consists of representatives from each of the five IHEs and the Division of Special Education. Field Support

Team established as part of project. Team consists of representatives from Indiana Resource Center for Autism, the Indiana Deaf Blind Project, Augmentative and Alternative Communication Technical Assistance Team, Community Integration Resource Group, and the Northern Central and Southern Electronic Resource Centers. Goal of teams is to establish networking system for training events. Members included on statewide advisory board: parents, SEA and LEA general and special education representatives from the School Board Association, Department of Education, Association of Public School Superintendents, Governor's Planning Council for People with Developmental Disabilities, Council of Administrators of Special Education, State Advisory Council on the Education of the Handicapped, State Teachers Association, Secondary School Administrators, Association of Elementary and Middle School Principals, Special Education Administrative Services, and the Institute for the Study of Developmental Disabilities. Board meets twice a year to review project activities. In response to school restructuring and inclusion activities, general educators increasingly involved, e.g., conference presentations and model implementation. Parent staff are regular participants in statewide teacher inservice events. ILREI sponsors regional networking groups where teachers and administrators can participate in informal problem solving discussions on issues of inclusion and best practices. Annual peer tutor conference. Personnel prep: Project staff participate on the Indiana Special Education Administrators' Services (ISEAS), University Forum which addresses licensing and staffing needs across the state. Coordinates several summer courses through intensive summer institute for teachers and administrators (general and special ed) and developing a module on LRE for use in all teacher training program.

Kentucky (1987-1992)

Advisory Board Subcommittee on Higher Education, facilitated development of Kentucky Executive Interagency Task Force. This group wrote a state interagency transition agreement. Developing course outline for transdisciplinary integrated education in Kentucky's mandated ungraded primary school system. Parents participate in summer institutes and in school-based site teams. Interagency statewide advisory board includes SEA, LEA, IHE, and advocacy group representatives. General educators actively involved in school site teams.

Michigan (1989-1994)

Statewide advisory board includes 23 members, key representatives of constituent stakeholders, meets quarterly. Also a Project Management Team oversees all project activities and directions. Both units assist in policy analysis and development and rule interpretation. Implementation site application process. Selected sites must be linked with local school restructuring efforts. Develop student-based teams at sites. Technical assistance provided to sites at building and classroom levels for one year. Parents key members of student-based planning teams. Provision of awareness and skill training on inclusive education to parents and families. Developed several inclusive education related courses for general and special educators. Staff affiliated with three universities in implementing a network of summer institutes and training programs, and implementing collaborative research projects related to inclusive education and school systems change. Also developing Inter-University Consortium to facilitate curriculum changes in teacher and administrator preparation consistent with inclusive education practices. MIEP maintains a liaison with the Offices of School

Restructuring and Improvement at MDE through the Project Management Team.

New Hampshire (1988-1993)

Public policy activities have included a policy roundtable for state legislative leaders on issues of community development services and family support, a state level interagency committee and cross-agency policy forum to address critical issues surrounding students receiving education in their home school but requiring residential alternatives to their family home, and the formation of a Parent Task Force to develop parent/professional collaboration and community dissemination strategies. All teacher training institutions in New Hampshire participate on a task force which is examining teacher preparation curricula and has developed a profile of personal and professional competencies which facilitate educational personnel to incorporate inclusive practices in their everyday work styles.

New York (1990-1995)

Support Implementation Sites to develop two types of teams: site-based Student Centered Planning Teams and district-level Inclusive Schooling Task Forces. In 1992, offered a Higher Education Leadership Training Institute on Inclusive Teacher Education Programs to prepare regular and special education teachers for Quality Inclusive Schooling. Also, Leadership Training Institute for BOCES Superintendents and other key decision-makers to plan and share models of regional technical assistance and service delivery models to support quality inclusive schooling.

Pennsylvania (1990-1995)

Project Advisory Board is a subgroup of the State Advisory Panel on Special Education and includes general and special education administrators, teachers, parents, principals, and higher education representatives. SAB

makes recommendations regarding project goals, objectives and activities, assists in the final review of applications for technical assistance from LEAs, and works to increase visibility of project accomplishments. Nine demonstration sites selected for development each project year. Each awarded $6000.00 minigrants and extensive TA.

***South Dakota** (1990-1995)*

Plans include working closely with IHEs to create a system of inservice and preservice training opportunities which support educational professionals in providing services to students with severe disabilities and their families. Plan to write an interagency agreement which allows for communication and coordination of services between agencies for children 0-21 years. Statewide advisory board meets quarterly to oversee all systems change development.

***Utah** (1989-1994)*

Project staff engaged in "Coordinating Council for People with Developmental Disabilities" a forum for cross–agency coordination. Involved with state "strategic planning" and public hearings. Collaborate with 2 IHEs in Utah. Involved in development of interagency agreements such as Child Find, Head Start and transition. Teacher union representatives on statewide advisory board. General educators involved at building level, especially in included preschool programs.

***Virginia** (1987-1992)*

Project staff all affiliated with IHEs, jointly develop and teach courses. General educators attend all project training events, utilize site visits, participate in presentations and on district and site teams.

***Vermont** (1988-1993)*

Vermont's statewide systems change project sponsors several one credit courses throughout the state on topics such as schoolwide planning and

instructional support. The format is on-site seminars via videotaped lectures. General educators are also extensively involved with serving students with disabilities in their classrooms. They also participate on site teams and on district teams.

***Washington** (1989-1994)*

Project staff affiliated with IHEs and are jointly involved in developing preservice coursework. Project developing list of preservice training competencies and training materials with IHEs. Plan to identify overlapping areas of service delivery and assist agencies to establish written agreements as appropriate. Statewide advisory board comprised of special and regular educators (teachers' union representative, general education teacher, representative from state principals association), parents, community members, and representatives of other organizations and agencies which provide services to persons with severe disabilities and their families. Conducted statewide inservice training for State Principals Association. Invite general teachers and administrators to trainings. General educators involved on site teams and in si[illegible]trainings.

CHAPTER 5

DISSEMINATION ACTIVITIES

By: Morgen Alwell

Dissemination activities are critical to an overall approach to systems change. They impact all of the implementation components delineated in Chapter 3, and are an integral part of part of *training, communication,* and *allocation of resources.* Again, the most critical factor in successful implementation of change is probably the capability of an organization to bring personnel together to achieve the organization's stated goals (Williams and Elmore, 1976). Dissemination activities play an important role in the "bringing together" by providing a common knowledge base. They also serve to document systems change activities, promote awareness, build new knowledge, and foster skill acquisition. Dissemination activities effect changes in attitude and potentially positively impact the motivation of target audience members, they fulfill a public relations function for systems change projects, and they ultimately impact the distribution of resources through the sharing of knowledge. They are critical because of the previously discussed need for people to know what actions they're to take to implement change, and to heighten general awareness whether or not individuals are actually practitioners. They may be community members, parents, students, and/or potential advocates.

There are numerous dissemination activities available to the change agent; selections should be made based on familiarity with the target audience, their assumed and expressed needs, as well as on knowledge of effective learning (Brookfield, 1986; Moore, 1988; & Zemke, 1990). Those that follow have been divided into three categories: *presentations,* live and taped; *products,* e.g., newsletters, manuals, videos, and articles; and *approaches,* e.g., trainer–of–trainer models, regionalized approaches, information fairs and statewide mailings.

Presentations

Included here are conferences, workshops, trainings; may be at the local site or district level, or regional, state, or national levels. They may be held on a one–time only basis or repeated in regular intervals such as annual conferences or quarterly meetings, or offered in a time series such as a class. All of the statewide systems change projects reviewed in this manual utilize local and state conferences to disseminate information. For example, ***Utah*** systems change project staff have made numerous presentations at local Council for Exceptional Children (CEC) conferences, university summer conferences, at National AAMR (American Association for Mental Retardation) and The Association for Persons with Severe Handicaps (TASH), and at state and national CEC, Division of Early Childhood, Special Education. ***Utah*** also hosts an annual "Peer Power" conference each February which is attended by approximately 150 "pairs" of peers and buddies with disabilities, who spend 3 days together sharing activities and information. Over the course of the five year ***California*** PEERS project, staff presented annually at Cal-TASH, national TASH, EBASH (East Bay Association for Persons with Severe Handicaps), and several times at ACSA (Association for California School Administrators), CEC (Council for Exceptional Children), Supported Life, Program Specialists Association, Collaboration Conferences, State Special Education Conference, Annual Implementation Site Workshop, CA Parent–Professional Collaboration Conference, Integrated Life, and Phi Delta Kappa chapter meetings. In ***New Hampshire***, staff present at teacher conferences, state education conferences, parent support groups, self–advocacy workshops, TASH (national and regional), New England Regional Resource Center Conference, and CEC (regional and state). Many projects also develop co–presentations with local collaborating or participating sites, and utilize site staff in workshops and trainings, such as

California, Colorado, Kentucky, Illinois, Indiana, Pennsylvania, South Dakota, Virginia, Vermont, and *Washington*.

Products

Included here are the development and dissemination of newsletters, articles, manuals, and videotapes. All of the systems change projects reviewed in this manual have developed or plan to develop two or more of these. ***Arizona, California, South Dakota,*** and ***Utah*** all utilize existing newsletters put out by their state departments of special education; in Arizona, "Special EDition"; in California, "Special EDge," in Utah, "Special Educator." ***Kentucky, Indiana, Michigan, New Hampshire,*** and ***Virginia's*** projects have all developed their own newsletters. ***Indiana's*** LRE Reporter is published once a year. ***New Hampshire*** puts out "Innovations," a newsletter directed towards teachers on inclusive education three times a year. "***Virginia's*** Statewide Systems Change Project News" was also regularly circulated. ***Hawaii*** plans to disseminate a quarterly newsletter in their final two project years. ***All*** of the projects have submitted articles in STRATEGIES, CRI's insert in the monthly national TASH newspaper, published quarterly from Fall 1989 to Summer 1992. Project staff and collaborating site staff have also published articles in local newspapers and professional journals, and have utilized local media. Additionally, many projects have developed a number of informative manuals on a range of critical topics. For example (many others too numerous to mention here; see product appendix): ***California*** and ***Colorado*** on curriculum adaptations, ***California*** school site teaming, ***Kentucky*** integrating related services and alternative portfolio assessment, ***Indiana*** three manual series for site principals (elementary, middle and high school), ***Michigan*** inclusion planning process and managing challenging behavior, ***Vermont*** four manual individual program design series, and ***Virginia*** manual for technical assistance providers to assist school

districts with change. ***Virginia*** has also developed "program packets" on a range of pertinent topics, such as ability awareness, facilitating social interactions, and community-based instruction. ***Washington*** plans to develop a document delineating preservice training competencies and materials. ***Colorado, Kentucky, Vermont,*** and ***Virginia*** have developed videotapes (***Colorado***: "Learning Together," vignettes of students learning together across ages/environments; ***Kentucky***: Wheelchair Safety Video (and manual); ***Vermont***: "Andreas-Outcomes of Inclusion," experiences of a high school student with severe disabilities who was included in general education classes; and ***Virginia***: "On Common Ground," an 'awareness level' video of students involved in integrated activities). Projects generally make their products available to the public; see product appendix for complete citations and information on ordering. (See also *Development of Programmatic Guidelines* in Chapter 3.)

Approaches

Included here are trainer-of-trainer models, regionalized approaches, and information fairs and statewide mailings. Many states conduct statewide mailings of project products, especially of newsletters. ***Washington*** has developed a mailing list which is updated after each project inservice; it is kept at the state department and available for use by other groups such as IHEs and parent groups. ***New Hampshire*** does intermittent mailings on pertinent subjects to a mailing list of several thousand. ***Kentucky*** has distributed all project manuals statewide, to all school districts. ***Arizona*** and ***Utah*** also plan to distribute their project products this way.

Some projects employ trainer-of-trainer models to assist in their dissemination efforts, most notably ***Arizona***, where a trainer cadre system is utilized: team members selected from model demonstration sites or individuals

may apply; they receive year long training at their site, plus an additional week of training. SDE and/or systems change project pays for substitutes for training released time. School districts must make the commitment to release personnel at least three days/year to do technical assistance for others. Cadre members also present at summer institutes and conferences. The length of their commitment is open-ended. ***Colorado*** also utilizes training teams, called CEEM teams; they conduct trainings in "Individualized Planning Sessions" and behavior management, and consist of consumers, general and special educators, and related service providers who are trained for 3-5 days, and make the commitment to do "turn around" training of at least two other groups within following year. ***Colorado*** also utilizes regionalized technical assistance teams, comprised of building level administrator, parent, general and special educators, and related service providers. CDE coordinates requests for technical assistance from LEAs. ***Utah*** trains trainers through the Utah Mentor Teacher Program. ***Pennsylvania*** plans to develop an "outreach technical assistance program" in the third year of their project where trained team members would provide technical assistance to peers from new teams on a regional basis. Trainer-of-trainer models are an excellent vehicle for building internal capacity for systems change.

Most systems change projects employ a regionalized approach to dissemination, dividing the state into regions based on population centers and geographical considerations. Workshops, meetings, or trainings are then offered by regions both for convenience and accessibility for participants and to better address any unique regional needs. ***South Dakota's*** systems change project coordinates their efforts with all other state and federally funded projects and utilizes the same four regions as other projects for training and dissemination activities. ***Illinois*** offers day-long seminars twice per year in northern and southern regions of the state as part of the four trainings they conduct annually. ***Indiana*** has divided their state into

seven "roundtables" to facilitate local networking. ***Pennsylvania*** has been divided into western, central, and eastern regions with a regional systems change coordinator assigned to each. Due to ***Hawaii's*** unique geography, project staff plan inservices for each island.

Another dissemination vehicle is to utilize existing vehicles such as "information fairs," workshops, inservice days, or conferences sometimes offered by local school districts or local plan areas (see Chapter 2, Awareness Level Activities; *Use of Existing Vehicles and Conference Attendance, Stipends,* and *Utilizing a Variety of Formats to Reach a Wide Array of Stakeholders,* for a complete discussion of these strategies with examples from statewide systems change projects). As ***Colorado's*** project noted, making a point of adding all project events onto other events happening in the state minimizes travel time away for participants, and makes attendance more convenient. Many projects also offer stipends to individuals or teams for attendance at events. Many events may be taped for later use of information/proceedings, and many states are now making use of new technologies such as teleconferencing or satellite conferences to reach wide audiences, particularly in rural areas. See the selected strategies section following for expanded information on activities utilized by projects.

Evaluation

1) What products have been planned, developed/revised, and disseminated? Who are they developed for, i.e., have all key target audiences been identified and included in some way? (Included here are the development and dissemination of newsletters, articles, manuals, and videotapes.) How have practitioners utilized/evaluated the products? Have the products impacted the implementation of change goals?

2) What presentations have been planned, developed and carried out? Who are they developed for, i.e., have all key target audiences been identified and included in some way? (Included here are conferences, workshops, trainings; may be at the local site or district level, or regional, state, or national levels.) How have participants evaluated the presentations? Have the presentations impacted the implementation of change goals?

3) What approaches to dissemination have been selected? (Included here are trainer-of-trainer models, regionalized approaches, use of existing vehicles, and statewide mailings.) How have participants evaluated the efforts of training teams? regionalized fairs, etc.? Have the approaches selected successfully impacted the implementation of change goals and been efficient in reaching all relevant constituents?

Selected Systems Change Strategies for Dissemination

Arizona (1990-1995)

Present at conferences. Contribute articles in ADSE's quarterly newsletter, "Special EDition" and in the southern region's networking newsletter. Developing and maintaining a resource library. Utilize multiple mass mailings of project flyers, conference information and training events, as well as request forms for technical assistance. Plan to distribute Best Practice Manual to each district statewide upon completion. Developing and utilizing a trainer cadre system: team members selected from model demonstration sites or individuals may apply; receive year long training at their site, plus an additional week of training. SDE and/or systems change project pays for substitutes for training release time. School districts must make commitment to release personnel at least three days/year to do TA for others. Cadre

members also present at summer institutes and conferences. Length of commitment is open–ended. State divided into three regions (northern, central, and southern) based on such factors as size and location of population centers, distances and travel time within center, and ethnic and cultural similarities.

California (1987-1992)

Numerous conference presentations. Developed and presented training with site staff. Provided stipends for teams and others to attend conferences and trainings. Developed articles, chapters, checklists, materials, and manuals (see product appendix). Conducted mailings with conference information and requests for sites and individuals to present at state and local events. Developed "consultant bank" across state for training. Offered regionalized trainings, especially in rural areas. Offered week–long summer institute sessions for general education and special education site teams which include parents in different regions of state each year.

Colorado (1987-1992)

Numerous statewide and local area conference and workshop presentations by project and affiliated site staff. CEEM provided stipends for teams to attend annual statewide special education conference and national TASH (one team per conference). Developed videotape, manuals, articles, guidelines, brochures, and checklists (see product appendix). Distributed conference announcements and other appropriate mailings statewide, made mailing lists available to others such as Colorado-TASH. Developed training teams to conduct trainings in "Individualized Planning Sessions" and Behavior Management. These consisted of consumers, general and special educators, and related service providers who were trained for 3-5 days and then made a commitment to do "turn around" training of at least two other groups within

the following year. Also developed and utilized regionalized TA teams, comprised of building level administrator, parent, general and special educators, and related service providers. CDE coordinates requests for TA from LEAs. Provided regionalized principals' trainings.

***Hawaii** (1989-1994)*

Have collaborated with HDE, local parent associations and service providers to sponsor a number of nationally recognized professionals at statewide symposia and community forums on critical issues such as full inclusion and positive behavioral supports. Many of these individuals have also provided direct consultation to local programs. Provide inservice training sessions and workshops on critical topics. Plan to increase technical assistance to neighboring island local school districts, and to disseminate quarterly newsletter in last two project years. Have developed module on functional curricular development (see product appendix).

***Illinois** (1987-1992)*

Presented at numerous conferences and workshops throughout state. Project CHOICES/Early CHOICES held four formal training institutes annually to provide training for participating general and special education teachers, parents, school board members and administrators: 1) Summer institutes used to prepare districts who were to be sites for the coming school year; 2) Offered workshops and pre–conference and conference sessions at annual IL-TASH Conference each spring, as well as facilitated networking meetings and socials; and 3) Day–long topical seminars offered regionally (two in south and two in north) based on survey of sites' needs and interests. Staff involved extensively in training others in "facilitated communication"; have also done "Home Inclusion Road Shows" to increase visibility and heighten general awareness once per month in different parts of the state. Developed

manual for parents and youth, a school checklist for inclusion, guidelines for school districts implementing inclusion, teacher checklists, home school inventory, and course structures on inclusion and facilitated communication.

Indiana (1988-1993)

Numerous conference presentations. Staff contribute articles to existing parent and professional newsletters, and a project newsletter, the LRE Reporter is published biannually. Manuals developed for principals, Peer Tutor Conference, Summer Institute, and Regional Inservices (see product appendix). 8,000+ mailing list updated on an ongoing basis, includes school and agency personnel and parents and utilized to disseminate newsletter and training information. State divided into 7 roundtables. Project staff involved in trainings in roundtables per request. Regional networking sessions conducted to insure personnel are targeted in each roundtable.

Kentucky (1987-1992)

Co-presented at several conferences with site teams. Developed project newsletter and several manuals, a video, and guideline papers (see product appendix) for teachers and related service providers. All products disseminated to all districts statewide. One elementary team and one high school team have been trained to deliver SAFAK II (Schools are for All Kids, Part II: School Site Training) trainings, and have also assisted in project trainings.

Michigan (1989-1994)

Numerous conference presentations. Developed several manuals, semi-annual newsletter, articles, chapter, and research, (see product appendix.) Local educators who have participated in trainings utilized as local facilitators and co-trainers at summer institutes and regional support meetings.

New Hampshire (1988-1993)

Organized activities such as workshops, inservices, and conference presentations. Project newsletter: Informational materials on pertinent subjects mailed intermittently to a mailing list of several thousand within the state.

New York (1990-1995)

Support Implementation Sites to develop two types of teams: site-based "Student Centered Planning Teams" and district-level "Inclusive Schooling Task Forces." In 1992, offered a Higher Education Leadership Training Institute on Inclusive Teacher Education Programs to prepare regular and special education teachers for "Quality Inclusive Schooling." Also, offered Leadership Training Institute for BOCES Superintendents and other key decision-makers to plan and share models of regional technical assistance and service delivery models to support quality inclusive schooling. Three phase training and technical assistance process to modify service delivery across state. Selection and development of 13 districts as Implementation Sites in first year with 19 more selected to engage in supported planning activities for a year prior to applying for Implementation Site status. Phase I, "Training on Quality Inclusive Schooling," was offered in 11 regions across the state. Phase II, "Training on Teaming, Educational Collaboration, and the Task Force Model," was offered in each region after Phase I. To attend, districts were required to send a multi-disciplinary team. These districts were then eligible to apply for Phase III: at least one year of on-site technical assistance (1 day/month) and a $6,000.00 mini-grant (co-sponsored by SDE) to support task-force activities.

Pennsylvania (1990-1995)

Plans include development and dissemination (through co-sponsored regional workshops, trainings, conference presentations, etc.) of a variety of written materials: informational brochure, detailed booklet containing model site descriptions, newsletter articles, written guide for districts regarding development of integrated service delivery models, training modules on a variety of topics (collaborative team building, developing and nurturing social relationships, transition planning, systematic instruction, individual integration planning process, functional assessment, and IEP writing).

South Dakota (1990-1995)

Numerous presentations at state and local conferences. Local presentations often include local staff representatives. Articles submitted to all established agency, state and advocacy group newsletters. Statewide mailings of inservice and preservice offerings as well as information on Project services conducted through SDSE Office. Plan to utilize "trainer of trainer" approach in CEED regional activities. Coordinate with all federal and state funded projects in South Dakota, follow their regional system of 4 regions for training and dissemination activities. "Integration Primer" manual in development, and related "Action Packages" which will explore topics in depth (see product appendix).

Utah (1989-1994)

Present at numerous local, state, and national conferences. Annual "Peer Power" conference. Project and participating district staff write articles for SDSE newsletter, Utah Special Educator. Developing videos in conjunction with the University of Utah. Train trainers within districts through the Utah Mentor Teacher Program. Plan to disseminate all project materials to interested LEAs and SEAs.

Vermont (1988-1993)

Present at conferences. Developed numerous newsletters, articles, manuals, videotapes, etc. (see product appendix). Conduct statewide mailings.

Virginia (1987-1992)

Numerous presentations at national, state, regional, and local conferences and workshops included parents, administrators, general and special education teachers from implementation sites. Developed project newsletter, Virginia Statewide Systems Change Project News. Developed several manuals, articles, videos, and other materials (see product appendix). State divided into northern, southwest, and southeast regions, a coordinator for each provided TA for that region.

Washington (1989-1994)

Co–present with individuals and teams at several state, regional and local conferences. Developing written document which delineates preservice training competencies and related training materials and methods with IHEs. Quality indicators document, resource listing, needs assessment tool for school districts, and overall systems change manual also in various stages of development and dissemination (see product appendix). Utilize regularly updated statewide mailing list from SDE to notify persons regarding project services and events, conferences, etc.

CHAPTER 6

EVALUATING CHANGE

By: Patricia Karasoff

Rationale

The activities involved in changing systems, whether educational programs at the state, local, or district level, involve a process of weighing alternatives, and finally taking action toward those choices most likely to achieve the desired goal. The process of moving toward more integrated and inclusive educational programs involves a number of activities designed to create change at various levels. The information used to make decisions about the effectiveness of these activities and strategies described in earlier chapters are obtained by using a variety of evaluation formats. The types of evaluation strategies used within systems change initiatives can be broken down into several different categories, each providing information about critical aspects of the system involved in the change. The evaluation strategies themselves are developed in response to the critical questions posed by those involved in the change process, and can be grouped into the two major types of evaluation; formative and summative.

Formative and Summative Evaluation

The role of formative evaluation is to provide ongoing feedback to decision makers so that program improvement can be made. The techniques utilized by the external change agents to facilitate the change process may themselves be the target for the collection of formative evaluation data. Process data such as these provide essential information during the change process regarding what is working and what needs modification. Data collected from this type of activity are gathered

during the project term and are used to make modifications and improvements to the strategies currently being utilized. External evaluations of systems change efforts are an excellent example of formative evaluations. The term formative simply refers to the point in time within the project period the evaluation takes place. Therefore, such evaluations are undertaken midcourse as opposed to summative evaluations which are conducted at the conclusion of the project term or at the conclusion of a specific activity.

In addition to examining whether the activities undertaken are being carried out as planned, another critical purpose of evaluation is to determine whether or not the activities once completed have had the desired impact, and whether or not the system actually has changed as a result of these efforts. Therefore, summative evaluations are designed to determine whether or not there is evidence that the system has changed in the direction initially charted by the key players. In order to examine these questions the following aspects of the systems often become the target for the evaluation questions. For example, has the program itself really changed? This is often measured by conducting a pre and post assessment of the programs, utilizing program evaluation tools such as best practice instruments for program review. Furthermore, IEP analysis instruments, schedule analyses and social interaction assessments tools are used for evaluating more specific programmatic changes. In addition, an area often examined are changes in the attitude of students and teachers regarding the program utilizing pre and post attitude measures. To assess institutionalized systems changes, those policies and procedures in place before and after the change initiative are often examined to determined is any modification has been made. In addition, descriptive data such as a frequency counts of the number of students who have moved to integrated and inclusive programs is a common type of data collected longitudinally in order to quantify the

changes made over time. These summative types of evaluations are, as described earlier, conducted at the conclusion of the project term or a specific activity.

Why Evaluate?

Evaluations are conducted for numerous reasons as have been described earlier in this chapter. They can be carried out as desired either at midcourse (formative), or at the conclusion of the project period or at a designated time period (summative). The primary reasons to evaluate include: (a) a need for information to modify the project (Process Evaluation); (b) to provide data to serve as evidence that outcomes were accomplished (Outcome Evaluation); and (c) to demonstrate program effectiveness (Impact Evaluation). When combined these data can then be used to rally support for future efforts. The methods and instruments used to gather data in response to these various evaluation functions are different.

In order to thoroughly evaluate the systems change effort, objectives to be achieved at the state, local district and school site must be clearly articulated at the outset. The goals and objectives, activities, and accomplishments can then be evaluated either midway through the project (formative) or at the conclusion (summative) as is appropriate. Regardless of the point in time the evaluation takes place, the following three types of evaluation will provide decision makers with vital information: (a) process, (b) outcome, and (c) impact.

The primary focus of process evaluation is to determine whether or not the project is being implemented as planned. Critical evaluation questions at this level are as follows: (a) Have the activities been carried out as planned? (b) Have timelines been met? (c) Have the numbers and types of individuals projected to be affected really been reached? (d) Have the activities undertaken been consistent with the overall goals of the effort? (e) What has worked well and what have been the

keys to success? (f) Have any barriers been encountered? If so how were they overcome? and (g) Were revisions made to original plans? If so, why?

Once it has been established whether or not the activities have been conducted as intended, another type of evaluation determines whether or not the goals and objectives of the activity have produced the desired outcome. Therefore, outcome evaluation questions are focused on answering the following types of questions: (a) Have the goals and objectives of the project been reached (in accordance with an agreed upon criteria)? (b) What has happened as a result of meeting these objectives? (c) How many individuals have been affected? and (d) Have any state activities influenced the achievement of project goals?

Finally, since true systems change can be deemed truly effective if it sustains itself despite changes in key players, the long term impact of the activities undertaken can be examined by exploring the following impact evaluation questions: (a) Have the accomplishments of the project activities resulted in any long term effects, i.e., truly systemic change in the delivery and quality of integrated and inclusive programs to students with severe disabilities throughout the state? (b) Are the best practice indicators for integrated and inclusive education in place? and (c) If follow up data are available do they reflect the desired long term changes?

Several critical evaluation strategies are utilized by the systems change efforts. Those which emerged through a review of the 16 states' effort will be presented in this next section.

Evaluation Strategies

The evaluation strategies typically used by systems change project are described in this section and are broken down into process, outcome, and impact evaluation methods.

Process Evaluation

External Evaluations

External evaluations are an example of process evaluations in that they are conducted during the project term. They are designed to provide an external "expert" perspective and to enable those involved in the change to make mid course corrections to move closer toward the desired change. ***Virginia, Pennsylvania,*** and ***Michigan*** have conducted these evaluations to date by hiring independent evaluators to examine the activities, strategies, and accomplishments to date of the project and to make recommendations for change if appropriate. The Discrepancy Analysis Worksheets (Karasoff, 1991) (see Appendix C) are useful in determining the project's current status across all key systems change activity areas, and have been used by ***Pennsylvania*** for this purpose. Additional midcourse evaluation data are provided by all projects via quarterly reports outlining accomplishments toward the achievement of project objectives and any amendments to originally planned activities.

Outcome Evaluation

Program Evaluation

A common goal of all the projects is to improve the educational services being delivered to students with severe disabilities in integrated or inclusive settings within their state. Therefore, program evaluations are conducted to determine whether or not the desired educational changes are evident in targeted sites.

1. Best Practice Instruments

Best practice program evaluations are conducted by all state systems change projects. These tools are used as a needs assessment to determine "what currently exists" within a program against a "best" educational standard which is "what

should be." The best practices utilized by the states are literature and practitioner-based. The data gathered with these instruments assist with planning and with the establishment of goals for the change process. Additionally, they are used as outcome measures providing a standard against which pre and post measures can be taken.

Vermont utilizes The Best Practice Guidelines for Meeting the Needs of All Students in Local Schools (Fox & Williams, 1991) to determine areas in need of improvement. The guide is used by school teams to examine their program against a set of best practices and to then determine the teams level of agreement, level of need for improvement, and priority status of each best practice for their program. The results of this assessment then provide the priority areas for school improvement plans.

Virginia examines school improvement by conducting a review of each implementation site across four critical systems planning areas and seven best practice components utilizing the Administrative Planning and Review Checklist, and the Implementation Site Planning and Review Checklist, respectively. Both pre and post data are collected and are then summarized across all sites annually.

The ***Colorado*** systems change effort is focused on the full installation of components of the Colorado Effective Education Model (CEEM) within each of the project implementation sites. To determine the current status of each site the project uses a standards checklist based on the CEEM model. Project staff and the local team determine current level of implementation and identify priority areas for full model implementation.

In ***Kentucky*** sites are assessed at the beginning, mid and end of the year using the Quality Indicators for Students with Moderate and Severe Handicaps (Kleinert, Smith, & Hudson, 1990).

In ***California*** the overall status of the district's plan for integration or inclusion is assessed using the Integration/Inclusive Local Needs Assessment (Halvorsen, Smithey, Neary, & Gilbert, rev. ed., 1992) which focuses on critical systems wide issues. To determine site and building level status on a number of best educational practice indicators the PEERS project utilizes the Implementation Site Criteria for Integrated Programs (Halvorsen, Smithey, & Neary, 1991).

In ***Indiana*** district planning reviews take place at the beginning middle and end of the year and focus on systems issues such as the district policies and procedures required to support integration and best practice implementation. In addition, to assess the status of project sites an implementation checklist is used, the results of which provide the basis of the site action plan for technical assistance.

The program review tools just described provide the data related to overall program quality and the basis for action plans, and are used to provide both pre and post data. In order to determine whether or not the desired best practices are installed at the classroom level as well to examine student outcomes, additional program quality measures are implemented.

Furthermore, to examine the overall systems change initiative in comparison to critical activities desired in such efforts, the California Research Institute has designed and utilized Discrepancy Analysis Worksheets (Karasoff, 1991) to determine current status on the implementation of critical systems change activities (see Appendix C).

2. Program Quality Measures

California uses the Schedule Analysis of Integrated Instruction (Halvorsen, Beckstead, & Goetz, 1990) to examine the extent of integrated activities for students across the school day.

In ***Arizona*** the Student Activity Analysis is completed collecting both pre- and post instructional setting data.

In ***Virginia,*** as part of the Implementation Planning and Reveiw Process, the schedules of students with disabilities are examined to determine the type and quantity of interaction during the school week using the Site Report: Contacts with Peers without Disabilities Per Week.

Furthermore, to examine the extent and type of the interactions occurring between the students with disabilities and their nondisabled peers, ***California*** uses an observational tool, the EASI Scale for Social Interaction, (Goetz, Haring, & Anderson, 1989, rev. ed., 1990), and ***Virginia*** uses an adapted version of the EASI twice a year in each implementation site. ***Michigan*** conducts quarterly assessments of interactions via structured observations in their project sites, whereas ***New York*** uses the Assessment of Social Competence (Meyer, Cole, McQuarter, & Reichelle, 1990) to examine social interactions.

To examine the quality of students' Individualized Educational Programs (IEPs) IEP analyses are also conducted to determine whether or not the IEPs reflect the best educational practices. In ***California*** and ***Pennsylvania*** the content and quality of IEP objectives written for students placed in integrated versus segregated placements were examined using the I.E.P. Evaluation Instrument (Hunt, 1986). In ***Indiana*** an IEP study was conducted with model sites to determine the type of activities and skills targeted and the role of parents in choosing their child's IEP goal.

Qualitative Measures

In addition to the observational tools just described, information on the nature of the changes being made in these educational systems is collected by several states by utilizing qualitative techniques. This is accomplished by gathering data

designed to capture the points of view of those involved in the change effort. The use of interviews and case studies have been reported by several states.

In ***Virginia*** staff conducted interviews of teachers and administrators to determine their perceptions about the integration of students with moderate and severe disabilities.

California, in conjunction with a CRI study, conducted interviews with implementation site personnel. In addition, CRI conducted interviews with building principals across the country regarding their perspectives on integration and developed a video tape entitled Perspectives from Principals on Full Integration (Kelly, 1989). A parent interview study (Hanline & Halvorsen, 1989) was also conducted by PEERS to examine parent perspectives on the transition from segregated to integrated placements.

In ***New Hampshire*** case studies on integration have been carried out and anecdotal data recorded within sites involved in the change process.

In ***Indiana*** a dissertation study is being conducted with model sites which examine the desegregation of a separate facility. In addition, the staff gather peer tutors "stories" for inclusion in newsletter articles which highlight their experiences.

Assessing Changes in Student Placement

A common goal of all the systems change projects is to significantly increase the numbers of students with severe disabilities who are being educated in integrated environments. As a result, critical quantifiable outcome data are needed to document changes in programs during the course of the systems change project. Therefore, frequency count data, generally in the form of child count data, are collected to document in numbers the students affected by the change process. These data are collected statewide by all states through the child count system at the

State Department of Education level. While this is a mandatory function for all states and provides a great deal of data, the nature of the data varies and, therefore, so does its usefulness. Therefore several projects have either expanded on the data already collected or worked to modify the system to capture more meaningful data. In addition to statewide data, all the projects document the movements made by students from segregated to integrated or inclusive placements at the local level.

In *Virginia* placement data are collected annually in project sites and recorded on the School Division Report, Part I: Students Placement. In addition, data are collected in non-participating project sites during years 1, 2 and 4 via a survey to determine actual placements of students with severe disabilities. The survey utilizes the child count data categories as a base and then expands the data requested to include actual physical placement of the classrooms. The project site data and non project site data are then compared.

In ***Indiana*** child count data collected at the state level are analyzed and separate facilities are interviewed to determine placement trends. These data are presented in an annual report at the state LRE conference in the form of the Indiana Report Card. In addition, the project reports and documents this information by writing articles in the Indiana LRE Reporter focusing on the shift in service delivery system.

In ***California*** child count data are collected by the California Department of Education via a student level Management Information System (MIS) designed with input from the PEERS staff and project advisory board to capture pertinent placement data. Additionally, the PEERS implementation sites (districts) collect frequency data to document the number of students moved per year into integrated and inclusive placements.

Evaluation of Training and Technical Assistance

Evaluating the effectiveness of the both the training activities and technical assistance provided by the projects is also a critical evaluation activity and is done by all projects in one form or another. These evaluations are most often completed at the conclusion of an activity to assess the quality and usefulness of the training or technical assistance (TA) provided both in format, content, and delivery.

Participant evaluations of training sessions, workshops, and summer institutes are conducted by all projects and generally are self-administered questionnaires with Likert type rating scales and open ended questions. These evaluation findings are used to modify future training events. In addition, both ***Kentucky*** and ***Colorado*** have conducted six month follow-up questionnaires on specific events to assess the effectiveness of training.

In addition, many projects evaluate the technical assistance (T.A.) they provide to project sites on site. ***Colorado*** evaluates the training and technical assistance provided in project site by the CEEM team and individual team members at the conclusion of each activity via a self administered evaluation form (Evaluation of CEEM training/technical assistance). The evaluation questions posed require a written response from the T.A. recipient and seek to evaluate the usefulness and desired follow-up needed to meet the T.A. need.

In ***Indiana*** an evaluation of the site coordinator is conducted with each model site annually via a written questionnaire (Annual Site Coordinator Review).

In ***Pennsylvania*** the TA recipient in the project site is asked to complete a Consultant Satisfaction Evaluation Form at the conclusion of each T.A. activity. In addition, each project staff is evaluated by the project sites annually via self administered questionnaires.

Virginia requests consumer feedback (Feedback from School Divisions) three times a year from relevant school district personnel in project sites. In addition

project staff maintain a contact log recording the type, frequency, and duration of the T.A. provided to all project sites.

In ***California*** during the second year, an evaluation of project services and their impact was conducted via interviews with a randomly selected sample of administrators and teachers. All training and technical assistance services provided by PEERS are evaluated by consumers at minimum at the close of the specific activity.

Impact Evaluation

The examination of relevant policies to determine whether or not the systems have made institutional change is an example of the type of impact evaluations conducted by the systems change projects.

Policy Reviews

Illinois conducts public hearings in conjunction with the State Board of Education to identify the policies that were barriers to the integration process. Once the critical state policy barriers are identified, as was the case with the state funding formula and teacher certification, the Board of Education issues RFPs to study the issues.

In ***California*** the PEERS staff monitor the waivers that are issued by the State education department to LEAs that are requested to facilitate integration and inclusive programming. By tracking these requests the project can determine which state policies require modification.

In ***Michigan*** the project facilitated drafting a Michigan Department of Education position statement on inclusive education (Michigan Department of Education, State Board of Education, February ,1992).

Evaluation Questions and Methods by Critical Activity Area

In this section suggested process, impact, and outcome evaluation questions are presented with suggested evaluation strategies. The section is organized by the five critical activity areas presented in the preceding chapters.

I. Objective: To Conduct Activities to Facilitate Locally Owned Change

Process Evaluation Questions and Methods

1) **Who participated in the change process? Were all key constituencies represented at LEA and building levels?**

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Via: Document Review; reports and minutes; Interview Questions; posed to project staff, and local and building level participants.

2) **Are the planning groups continuing to meet once implementation has begun, to monitor, problem-solve and evaluate the change process?**

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Via: Document Review; reports and minutes; Interview Questions; posed to project staff, and local and building level participants.

3) **Does the plan have specific objectives, timelines and evaluation criteria for the implementation change?**

Evaluation Method:

Via: Document Review; reports and minutes; Interview Questions; posed to project staff, and local and building level participants.

Outcome Evaluation Questions and Methods

4) How satisfied were participants with the planning process?

Evaluation Method:

Self administered participant satisfaction questionnaires; Interview Questions; posed to relevant participants.

5) How satisfied are consumers of the plans with their implementation? (parents, educators, students and administrators)

Evaluation Method:

Self-administered consumer satisfaction questionnaires; Interview Questions; posed to relevant consumers.

6) Has the training provided to various constituencies throughout the process addressed their needs? Are participants using that information in local implementation?

Evaluation Method:

Participant evaluations of training and technical assistance administered immediately, and follow up questionnaires.

7) How effective is the collaborative teaming process? Do members feel their contributions are valuable and meaningful to the process?

Evaluation Method:

Self administered participant satisfaction questionnaires; Interview Questions; posed to team members.

8) Have the policies and plans developed by the district and school site teams been adopted by their respective governance structures, i.e. Boards of Education and School Site Councils?

Evaluation Method:

Document Review; Board minutes; Interview key participants

Impact Evaluation Questions and Methods

1) **How has integration systems change become infused within the overall school reform? Is there documented evidence of this infusion? Are there plans to facilitate the infusion process if it is not yet in place?**

Evaluation Method:

Interviews with key participants; Document Reviews; e.g., have restructuring or strategic plans been developed.

II. Objective: To Conduct Activities to Increase Awareness and Knowledge of Best Practice

Process Evaluation Questions and Methods

1) **Who were the target audiences for awareness level activities? Was a needs assessment or sampling of awareness level needs conducted for each constituency?**

Evaluation Method:

Discrepancy Analysis; compare membership of audiences attended with planned target audience; Document Review; was an assessment planned and carried out?

2) **Was the effectiveness of awareness level strategies evaluated? Have consumer satisfaction and utility of information data been collected?**

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Via Document Review; reports and minutes

3) **How were audiences/participants in skill building activities selected? What types of needs assessment strategies were utilized?**

Evaluation Method:

Interview key participants.

4) Was the effectiveness of skill building strategies evaluated?

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Via: Document Review; reports and minutes

5) Have modules, courses, and presentations been adapted to address local needs as assessed in each community?

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff, and local and building level participants.

6) Have project staff assisted in the development of school district wide plans for inservice delivery?

Evaluation Method

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff, and local and building level participants.

7) Are there collaborative systems set up among IHEs, project/SEA, and LEAs for research, training and dissemination purposes?

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff university participants.

Outcome Evaluation Questions and Methods

1) **Which strategies were the most effective in delivering awareness level information, e.g. conferences, "road shows", incorporation within existing vehicles, materials dissemination, tours or visits to implementation sites, etc.?**

Evaluation Method:

Evaluate training via self-administered survey

2) **What do the data indicate in terms of consumer satisfaction and skill utility?**

Evaluation Method:

Consumer satisfaction survey

3) **Which strategies were most effective in skill acquisition?**

Evaluation Method:

Comparison of results from different training formats

4) **Does the state's Comprehensive System of Personnel Development (CSPD) reflect systems change priorities?**

Evaluation Method:

Document Review, CSPD Plan; Interview state education personnel

5) **How do the IHEs rate the quality of courses and modules developed/taught by project staff?**

Evaluation Method:

Self administered course evaluation questionnaires; Interviews with faculty

Impact Evaluation Questions and Methods

1) **Have follow-up visits, observations to a sample of participants demonstrated positive outcomes?**

Evaluation Method

Follow-up Interviews and/or questionnaires

III. Objective: Conduct Activities to Support the Implementation Effort

Process Evaluation Questions and Methods

1) **Have policies which affect the provision of services for learners with severe disabilities been reviewed or revised?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff, state, local and building level participants.

2) **Have programmatic guidelines been reviewed/revised/new ones developed? Have they been disseminated/field-tested for usefulness?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff, state, local and building level participants.

3) **How do visitors evaluate the usefulness of their visit to demonstration sites?**

Evaluation Methods:

Document Review; minutes and reports; Interviews with relevant state and local personnel and project staff; Interviews with sample of visitors; Consumer (visitor) satisfaction surveys.

Outcome Evaluation Questions and Methods

1) **Where needed have new policies been developed? Have efforts been made toward their adoption?**

Evaluation Methods:

Document Review; policies written; minutes and reports, Interviews with relevant state and local personnel and project staff.

2) **Have job roles been reviewed/revised/new ones developed? Have relevant credentials been reviewed/revised/new ones developed for the following: general and special education teachers, related services providers, paraprofessionals, principals, administrators, etc. Are practitioners aware of changes in their job roles and responsibilities? Have they received training about these changes? Are they integrating changes into their performance?**

Evaluation Methods:

Document Review; minutes, relevant reports and state/district documents, Interviews with relevant state and local personnel and project staff.

3) **Have demonstration sites which demonstrate outcomes of systems change initiatives been identified/developed? Has a site agreement/contract been developed and signed? Have plans for growth been developed with these sites? Has a procedure for site visits been established? Are interested persons aware of the opportunity to visits sites? Have sites been utilized for visits/training? How are sites evaluated by staff and visitors?**

Evaluation Method:

Interview Questions; posed to relevant site and project staff.

4) **Have service delivery structures been modified?**

Evaluation Method:

Document Review; district and program descriptions; Interviews with relevant state and local personnel.

Impact Evaluation Questions and Methods

1) **Are practitioners using the programmatic guidelines ? Have they been adopted by the state? Incorporated in to compliance review process?**

Evaluation Methods:

Document Review; minutes and reports; Interview Questions; posed to relevant state and local personnel and project staff.

2) **Is there evidence that visitors to demonstration sites have applied new knowledge gained during the visit in their own settings?**

Evaluation Methods:

Follow-up questionnaires

IV. Objective: To Conduct Activities to Promote Collaboration

Process Evaluation Questions and Methods

1) **Have public policy forums been held/planned? Have key persons/agencies attended?**

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff, state, local and building level participants.

2) **Have new courses developed with IHEs been evaluated?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and university participants.

3) **Does the systems change staff participate on joint agency task forces? Have they developed their own advisory board? Do they encourage the development of joint agency task forces within the districts with whom they work? How often do these meet? Are all key persons identified and invited to participate?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and university participants.

4) **Does the systems change staff facilitate the role for advocacy groups within the change process?**

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

5) **Has the system change project established an advisory board? Are all relevant agencies and groups identified and asked to send representatives or are representatives selected? Is an advisory board facilitator (Chairperson) selected? Meetings held as scheduled? Purpose established?**

Evaluation Method:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

Outcome Evaluation Questions and Methods

1) **Have new courses been developed with institutions of higher education? Have old/outdated courses been revised? Are new teachers implementing different programs? Have changes been made across preservice training programs? Are these courses also offered to practitioners who are already in service?**

Evaluation Method;

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

2) **Has the advisory board accomplished what it set out to do?**

Evaluation Method:

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

3) **Has the systems change project staff facilitated the development of interagency collaboration which leads to the development of interagency agreements?**

Evaluation Methods:

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

4) **Are advocacy groups identified/included in change efforts/activities? How are they involved?**

Evaluation Methods:

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

5) **Have decisions been made within the public policy forums? Have these resulted in significant progress in relevant policy revision/development?**

Evaluation Method:

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

6) **Does the systems change effort involve general educators? If so, how? At the state level, are departments merged/collaborating? Are general educators involved on task forces? Are they attending conferences? Included in trainings and dissemination efforts? Are preservice programs coordinated in terms of content and requirements? At the local level are district departments merged/collaborating? Are district teams heterogeneous? At the building level does the general education principal take ownership for the program/students? Does he/she provide supervision for special education teachers/staff? Are building level teams also heterogeneous? What about individual student planning teams? Are educators collaborating in the schools? Do general education teachers take ownership/provide instruction for the students? Is the general education staff included in all training and dissemination efforts? Do they participate as presenters?**

Evaluation Methods:

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

Impact Evaluation Questions and Methods

1) **Is special education reform linked to general school restructuring efforts?**

Document Review; state legislation regarding reform efforts, etc.

Evaluation Method:

Interview Questions; posed to state and local participants and project staff.

2) **At the university level are departments merged/collaborating?**

Evaluation Method:

Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

V. Objective: Conduct Dissemination Activities

Process Evaluation Questions and Methods

1) **What products have been planned for development, revision, and dissemination? Who are they developed for, i.e. have all key target audiences been identified and included in some way? (Included here are the development and dissemination of newsletters, articles, manuals, and videotapes) Have practitioners utilized/evaluated the products?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

2) **Have presentations been planned? Developed? Carried out? Who are they developed for, i.e., have all key target audiences been identified and included in some way? (Included here are conferences, workshops, trainings: maybe at the local site or district level, or regional, state, or national levels). How have participants evaluated the presentations?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

3) **Have a variety of approaches to dissemination have been utilized? (Included here are trainer-of trainer models, regionalized approaches, and information fairs and statewide mailings) How have participants evaluated the efforts of training teams?**

Evaluation Methods:

Discrepancy Analysis; compare the current project activities against the originally planned activities in order to identify gaps and deficits. Document Review; reports and minutes; Interview Questions; posed to project staff and state and local participants.

Outcome Evaluation Questions and Methods

1) **Have products developed by the project impacted the implementation of change goals?**

Evaluation Methods:

Follow-up questionnaires; Interview Questions; posed to state and local level participants

2) **Have presentations impacted the implementation of change goals?**

Evaluation Methods:

Follow-up questionnaires; Interview Questions; posed to state and local level participants

3) **Is there evidence that differing dissemination approaches successfully impacted the implementation of change goals?**

Evaluation Methods:

Follow-up questionnaires to recipients; Interview Questions; posed to project staff and state and local participants.

4) Have materials been disseminated to all relevant constituents?

Evaluation Methods:

Document Review; reports.

Selected Systems Change Strategies for Evaluation

Arizona (1990 - 1995)

A Student Activity Analysis is completed collecting both pre and post instructional setting data.

California (1987 - 1992)

Assesses the overall status of the district's plan for integration or inclusion using the Integration/Inclusive Local Needs Assessment (Halvorsen, Smithey, Neary, & Gilbert, rev. ed., 1992) which focuses on critical systems wide issues. To determine site and building level status on a number of best educational practice indicators the PEERS project utilize the Implementation Site Criteria for Integrated Programs (Halvorsen, Smithey, & Neary, rev. ed., 1990).

The Schedule Analysis of Integrated Instruction (Halvorsen, Beckstead, & Goetz, 1990) is used to examine the extent of integrated activities for students across the school day and an observational tool, the EASI Scale for Social Interaction, (Goetz, Haring, and Anderson, 1989, rev. ed., 1990) The content and quality of IEP objectives written for students placed in integrated versus segregated placements were examined using the I.E.P. Evaluation Instrument (Hunt, 1986).

The PEERS staff monitor the waivers that are issued by the State education department to facilitate integration and inclusive programming.

By tracking these requests the project can determine which state code sections require modification.

Colorado (1987 -1992)

The systems change effort focuses on the full installation of components of the Colorado Effective Education Model (CEEM) within each of the project implementation sites. To determine the current status of each site the project uses a standards checklist based on the CEEM model. Project staff and the local team determine current level of implementation and identify priority areas for full model implementation.

Evaluation of the training and technical assistance provided in project site by the CEEM team and individual team members at the conclusion of each activity via a self administered evaluation form (Evaluation of CEEM training/technical assistance). The evaluation questions posed require a written response from the TA recipient and seek to evaluate the usefulness and desired follow-up needed to meet the TA need.

Illinois (1987 -1992)

Conducts public hearings in conjunction with the State Board of Education to identify the policies that were barriers to the integration process. Once the critical state policy barriers were identified, in this case the state funding formula and teacher certification, the Board of Education issued RFPs to study the issues.

Indiana (1988 - 1993)

District planning reviews take place at the beginning middle and end of the year and focus on systems issues such as the district policies and procedures required to support integration and best practice implementation. In addition, to assess the status of project sites an implementation checklist is

used, the results of which provide the basis of the site action plan for technical assistance.

A study (dissertation) is being conducted with model sites which examines the desegregation of a separate facility. In addition, the staff gather peer tutors "stories" for inclusion in newsletter articles which highlight their experiences.

Child count data collected at the state level are analyzed and separate facilities are interviewed to determine placement trends. These data are presented in an annual report at the state LRE conference in the form of the Indiana Report Card. In addition, the project reports and documents this information by writing articles in the Indiana LRE Reporter focusing on the shift in service delivery system.

Evaluation of the site coordinator is conducted with each model site annually via a written questionnaire (Annual Site Coordinator Review).

Kentucky (1987 - 1992)

Sites are assessed at the beginning, mid and end of the year using the Quality Indicators for Students with Moderate and Severe Handicaps (Kleinert, Smith, & Hudson, 1990)

Michigan (1989 - 1994)

Conducts quarterly assessments of interactions via structured observations in their project sites. Conducted an external review of project in third year utilizing process, outcomes, and impact evaluation questions across all project objectives. The project facilitated the drafting a Michigan Department of Education position statement on inclusive education.

New Hampshire (1988 - 1993)

Case studies on integration have been carried out and anecdotal data recorded within sites involved in the change process.

New York (1990 - 1995)

Project staff uses the Assessment of Social Competence (Meyer, Cole, McQuarter, & Reichle, 1990) to examine social interactions.

Pennsylvania (1990 -1995)

The content and quality of IEP objectives written for students placed in integrated versus segregated placements are examined using the I.E.P. Evaluation Instrument (Hunt, 1986). Each T.A. recipient in the project site is asked to complete a Consultant Satisfaction Evaluation Form at the conclusion of each TA activity. In addition, each project staff is evaluated by the project sites annually via self administered questionnaires. Conducts ongoing process evaluation through the use of external consultants utilizing CRI's Discrepancy Analysis Worksheets (Karasoff, 1991).

South Dakota (1990 -1995)

The project utilizes an LEA self-study instrument to evaluate district needs and prioritize needed changes.

Utah (1989 -1984)

Utilizes program quality indicators to determine the quality of sites and to assist with strategic planning.

Vermont (1988 - 1993)

Utilizes The Best Practice Guidelines for Meeting the Needs of All Students in Local Schools (Fox & Williams, 1991) to determine areas in need of improvement. The guide is used by school teams to examine their program against a set of best practices and to then determine the teams level of agreement, level of need for improvement, and priority status of each best practice for their program. The results of this assessment then provide the priority areas for school improvement plans.

Virginia (1987 - 1992)

Examines school improvement by conducting a review of each implementation site across four critical systems planning areas and seven best practice components utilizing the Administrative Planning and Review Checklist, and the Implementation Site Planning and Review Checklist, respectively. Both pre and post data are collected and are then summarized across all sites annually. ***Virginia*** uses an adapted version of the EASI (Goetz, Haring, & Anderson, 1983) twice a year in each implementation site.

Staff conducted interviews of teachers and administrators are completed to determine their perceptions about the integration of students with moderate and severe disabilities.

Placement data are collected annually in project sites and recorded on the School Division Report, Part I: Students Placement. In addition, data are collected in non-participating project sites during years 1, 2 and 4 via a survey to determine actual placements of students with severe disabilities. The survey utilizes the child count data categories as a base and then expands the data requested to include actual physical placement of the classrooms. The project site data and non project site data are then compared.

Requests consumer feedback (Feedback from School Divisions) three times a year from relevant school district personnel in project sites. I n addition, project staff maintain a contact log recording the type, frequency, and duration of the T.A. provided to all project sites.

Washington (1988 - 1993)

Project staff collect data using quality indicators of integrated education and programs and a self-assessment instrument. These set firm guidelines concerning current best educational practices for individuals with severe disaabilities. They serve as a back drop against which districts evaluate their

own efforts to provide quality programs. The instrument allows districts to evaluate their own strengths and needs in regard to identified best practice.

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APPENDIX A

Statewide Systems Change Project Directory

*Statewide Systems Change Project Directory**

Arizona (1990–1995)
Arizona Statewide Systems Change Project
Coordinated by the ADE. Project purpose is to provide school districts with training and technical assistance which will assist them to educate the majority of students with severe disabilities on age-appropriate regular school campuses.

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California (1987–1992)
PEERS Project: Providing Education for Everyone in Regular Schools
Collaborative effort between CDE, IHEs, Special Education Local Plan Areas (SELPAs), and LEAs. Overall goal is to develop integrated and inclusive options for previously segregated students with severe disabilities.

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* For further information on any one of the Project's listed, please direct inquiries to the personnel listed in bold.

Colorado (1987–1992)
Colorado Effective Education Model (Skills for Life) for Students with Severe/ Profound Needs
Collaborative effort, coordinated and implemented by CDE and local public schools. Project purpose: Systems change through partnerships. CEEM was developed based on the premise that significant change in educational programs can best be achieved through the combination of state level support and local school implementation. Each participating site will implement best practice outcomes that reflect model component areas.

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Hawaii (1988–1993)
Hawaii Statewide Systems Change Project
A cooperative effort between the Hawaii UAP, University of Hawaii and the State Department of Education. "Its primary mission is the development, in conjunction with the Part B State Plan, of activities to improve the quality of educational and related services for students with severe disabilities. This includes, but is not limited to, moving these services to age-appropriate neighborhood schools and supporting these efforts to include students with severe disabilities in general education classes."

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Illinois (1987–1992)
Project CHOICES: Children Have Opportunities in Community Environments
Combined efforts of Northern Illinois University (NIU), Illinois State Board of Education (ISBE), and SASED (The School Association for Special Education, DuPage County). The mission of the Illinois Statewide Systems Change Cooperative Agreement is to build the capacity of individual school districts to be able to serve children, youth and young adults with severe disabilities, ages birth through 21, in the community and education settings in which they would participate if they were not disabled. Strategies to accomplish the mission include, (a) technical assistance to local school districts, (b) the development of state agency policies to support inclusion in schools and local communities, (c) statewide campaigns of awareness and education, and (d) parent education and assistance.

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Indiana (1988–1993)
I-LRE-I: The Indiana Least Restrictive Environment Initiative
Awarded to IDE, Division of Special Education Services, Institute for the Study of Developmental Disabilities (UAP), & Community Integration Resource Group at Indiana University. The focus of the I-LRE-I is to promote quality integrated educational programs statewide for students who have severe handicaps. Project coordinates the efforts of the State education agency, five major university campuses, and local school districts to improve educational services for students who have severe handicaps.

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Kentucky (1987–1992)
Kentucky Systems Change Project
KDE & the Interdisciplinary Human Development Institute at the University of Kentucky. Project purpose is to provide systems change to the local levels: move students from segregated to age-appropriate regular school campuses; increase the quality and frequency of interactions with nonhandicapped peers; implement functional community-referenced programs; and at the state level formulate policy/ position papers.

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Michigan (1989–1994)
Michigan Inclusive Education Project
A cooperative project between MDE (SES) and the Developmental Disabilities Institute at Wayne State University. Project purpose is to provide intense statewide training and technical assistance to schools, policy analysis and development, leadership development, and related activities to facilitate integration of students with disabilities into regular education classes in regular schools as part of a statewide effort to make schools more effective for all youth in Michigan.

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New Hampshire (1988–1993)

New Hampshire Statewide Systems Change Project

Collaborative effort between the New Hampshire Special Education Bureau and the Institute on Disability/UAP at the University of New Hampshire. Project goals are to increase the capacity of districts to include children with severe disabilities in home schools, and to provide state-level systems change initiatives.

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New York (1990–1995)

The New York Partnership for Statewide Systems Change

Collaborative effort between NYSDE (SES) & Syracuse University's School of Education. The primary goal of the project is to develop implement and evaluate a systems change process to help districts develop quality inclusive opportunities for students with severe disabilities in their home schools and classrooms.

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Pennsylvania (1990–1995)
GATEWAYS: Pennsylvania's Best Practice and Integration Initiative for Students with Severe Disabilities
The focus of the project is on the use of technical assistance, training, and collaboration to impact upon all of the "systems" which affect the delivery of educational services to students with severe disabilities.

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South Dakota (1990–1995)
South Dakota Statewide Systems Change Project
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Utah (1989–1994)
Utah Project for Integration
Administered by the Special Education section of the Utah State Office of Education. The project purpose is to provide the technical assistance and support to school district administrators, faculty, support personnel, and parents to implement integrated and community-referenced educational programs for students with severe handicaps from early childhood through secondary/transition programs.

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Vermont (1988–1993)
Statewide Systems Support for Local Intensive Educational Services in Vermont
Jointly administered by the Vermont Department of Education, Special Education Unit, and the Center for Developmental Disabilities at the University of Vermont. The goal of the project is to improve educational services for students with intensive needs, including those with dual sensory impairments, in their local neighborhood schools.

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Virginia (1990–1995)
Virginia Statewide Systems Change Project
VDE, George Mason University, the University of Virginia, and Virginia Commonwealth University. The main goals of the project include significantly increasing the number of students with severe disabilities who are educated alongside their nondisabled peers in general education schools and classrooms, and improving the quality of educational programs for students with severe disabilities.

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***Washington** (1989–1994)*
Washington Systems Change Project: Community Model for Integration
Combined efforts of Office of Superintendent of Public Instruction, Department of Social and Health (DSHS), two state universities, all school districts in the state, professional associations, and parent groups. The overall goal of the project is to improve the quality and integration of educational programming for all students (birth-21) with severe disabilities in the state of Washington.

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APPENDIX B

Statewide Systems Change Project Products

Statewide Systems Change Project Products

Arizona (1990-1995)

Arizona Statewide Systems Change Project (1992). Transition planning and technical assistance needs survey. Phoenix, AZ: Arizona State Department of Education.

Arizona Statewide Systems Change Project (1992). Best practice manual. Phoenix, AZ: Arizona State Department of Education.

Arizona Statewide Systems Change Project (1992). Student activity analysis. Phoenix, AZ: Arizona State Department of Education.

California (1987-1992)

California State Department of Education (1992). California implementation sites: Guidelines for maintaining, supporting, and utilizing implementation sites. Sacramento, CA: California State Department of Education, TRCCI, PEERS, CDBS, & PBC Projects.

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Halvorsen, A.T. (1988a, 1993). Inclusive instruction for students with severe disabilities (course syllabus). Hayward, CA: California State University, Hayward, Special Education Option.

Halvorsen, A.T. (1988b). Integration training content for regular education administrators: Preservice course material. Hayward, CA: California State University, Hayward, PEERS Project.

Halvorsen, A.T. (1989). The integration challenge. PRISE Reporter (Pennsylvania Resources and Information Center), 20.

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Hanline, M.F., & Halvorsen, A.T. (1989). Parent perceptions of the integration transition process. Exceptional Children, 55, 487-492.

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Neary, T., Halvorsen, A.T., Gilbert, S., & Terry-Gage, S. (1992). School site teams for inclusive education: A training institute. Sacramento, CA: California State Department of Education, PEERS Project.

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Roger, B., Gorevin, R., Fellows, M., & Kelly, D. (1992). Schools are for all kids: School site implementation (Level II training manual). San Francisco, CA: San Francisco State University, California Research Institute.

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Servatius, J.D., Fellows, M.M., & Kelly, D. (1992). Schools are for all kids: The leadership challenge (Level I training manual). San Francisco, CA: San Francisco State University, California Research Institute

Smithey, L. (1990). Education of exceptional individuals (course syllabus for mainstreaming course for regular education teachers). Long Beach, CA: California State University, Long Beach, PEERS Project.

Smithey, L., Neary, T., & Halvorsen, A.T. (1988, 1991). SELPA and district application process. Sacramento, CA: California State Department of Education, PEERS Project.

Colorado (1987-1992)

Colorado State Department of Education (1991). The building-level checklist for implementing the Colorado Effective Education Model (manual). Denver, CO: Author.

Colorado State Department of Education (1991). Considerations for educational planning with secondary and transitional-aged students (article). Denver, CO: Author.

Colorado State Department of Education (1990). Learning together (video). Denver, CO: Author.

Colorado State Department of Education (1990). The systems change process in Colorado (article). Denver, CO: Author.

Colorado State Department of Education (1992). The Colorado community-referenced behavioral support project manual. Denver, CO: Author.

Colorado State Department of Education (1992). Curricular and instructional adaptations for elementary classrooms. Denver, CO; Author.

Colorado State Department of Education (1992). Curricular and instructional adaptations for the secondary-level. Denver, CO: Author.

Colorado State Department of Education (1992). Effective instruction manual with accompanying videotape. Denver, CO: Author.

Colorado State Department of Education (1992). Identifying learning outcomes at the secondary level-A performance-based assessment model. Denver, CO: Author.

Colorado State Department of Education (1992). Identifying learning outcomes at the secondary level-A performance-based assessment model. Denver, CO: Author.

Colorado State Department of Education (1992). Infusing individual planning session concepts with the IEP process. Denver, CO: Author.

***Hawaii** (1989-1994)*

Hawaii State Department of Education (1990). State guidelines for community-based instruction for special education students with moderate and severe handicaps. Honolulu, HI: Author.

Kishi, G., & Lopes, R. (1990). Functional curricular development for students with severe disabilities. Honolulu, HI: University Affiliated Program, University of Hawaii.

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Artesani, J. (1993). Strategies for facilitating active parent participation in the education process. Honolulu, HI: University Affiliated Program, University of Hawaii.

Artesani, J., & Itkonen, T. (1993). Building positive supports for students with challenging behaviors. Honolulu, HI: University Affiliated Program, University of Hawaii.

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Illinois (1987-1992)

Freagon, S., Kincaid, M., & Keiser, N. (1990). One educational system for ALL including children and youth with severe intellectual disabilities and/or multiple handicaps. ICEC Quarterly, 39(2), 18-26.

Hemp, R., Freagon, S., & Christensen-Leininger, R. (1991). Categorization and funding: Illinois disincentives to home school inclusion. Unpublished manuscript. DeKalb, IL: Northern Illinois University.

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Indiana (1988-1993)

Center for School and Community Integration (1992, January). Indiana's sixth all-state peer tutor conference: Learning for life! (conference proceedings). Bloomington, IN: Institute for the Study of Developmental Disabilities, Indiana University.

Center for School and Community Integration (no date). LRE reporter – The consortium for system improvement: An LRE initiative (newsletter). Bloomington, IN: Institute for the Study of Developmental Disabilities, Indiana University.

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Wilcox, B., & Nicholson, N. (1990). The complete high school: Including all students with disabilities – Guidelines for principals. Bloomington, IN: Center for School and Community Integration, Institute for the Study of Developmental Disabilities, Indiana University.

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Kentucky (1987-1992)

Kleinert, H., & Hudson, M. (1991). Model local catalogs and curriculum process for students with moderate and severe handicaps (manual and software program). Lexington, KY: University of Kentucky.

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Smith, P., & Kleinert, J. (1991). Communication manual for students with severe and multiple handicaps. Lexington, KY: University of Kentucky.

Michigan (1989-1994)

LeRoy, B. (1991). Inclusive school communities: Community building in the classroom (manual). Detroit, MI: Wayne State University, Michigan Inclusive Education Project.

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APPENDIX C

Systems Change Discrepancy Analysis Worksheets

CALIFORNIA RESEARCH INSTITUTE
DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO FACILITATE LOCALLY-OWNED CHANGE

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
a) Identify and involve key stakeholders in the change process from the beginning	Yes / No		
b) Form a broad based integration task force	Yes / No		
c) Define terms and clarify the vision for change	Yes / No		
d) Facilitate a local integration needs assessment process; provide the tool and guide its completion	Yes / No		
e) Facilitate a review of the results – Guide the consensus building process	Yes / No		

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DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO FACILITATE LOCALLY-OWNED CHANGE

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
f) Facilitate the development of a local implementation plan based on the results of the needs assessment	Yes / No		
g) Develop or utilize the existing district mission statement to anchor the goals	Yes / No		
h) Interface activities within the context of the existing school planning process	Yes / No		
i) Provide ample opportunities for professional growth and district recognition	Yes / No		

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CALIFORNIA RESEARCH INSTITUTE
DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO INCREASE AWARENESS AND KNOWLEDGE OF BEST PRACTICE

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
AWARNESS a) Promote conference attendance	Yes / No		
b) Provide awareness training within existing district staff development courses and school specific inservice training sessions	Yes / No		
c) Present information in a variety of formats to a wide array of stakeholders	Yes / No		
d) Provide opportunities for teachers, parents, administrators, and other relevant stakeholders to visit "exemplary" sites: Seeing is Believing!	Yes / No		
e) Provide leadership training	Yes / No		

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FOCUS: ACTIVITIES TO INCREASE AWARENESS AND KNOWLEDGE OF BEST PRACTICE

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
SKILL BUILDING f) Conduct summer institutes	Yes / No		
g) Coordinate with teacher training institutes: Develop and teach courses	Yes / No		
h) Develop content specific "training modules"	Yes / No		
i) Provide regionalized "Best Practice Forums"	Yes / No		

Karasoff, P. (1991). Systems Change: Discrepancy Analysis Worksheets. California Research Institute, San Francisco State University.

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DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO SUPPORT IMPLEMENTATION EFFORT

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
a) Modify or develop new policies to support change	Yes / No		
b) Develop programmatic guidelines	Yes / No		
c) Modify job roles and descriptions	Yes / No		
d) Develop regional demonstration/ implementation sites	Yes / No		
e) Modify service delivery structure and resource allocations	Yes / No		

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California Research Institute, San Francisco State University.

CALIFORNIA RESEARCH INSTITUTE
DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO INCREASE CAPACITY AND BUILD NETWORKS

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
a) Facilitate site networking meetings across the state	Yes / No		
b) Develop building-based support teams	Yes / No		
c) Create district wide "cadres" of expertise	Yes / No		
d) Promote visitations within and across district for new ideas	Yes / No		
e) Share resources, videotapes, newsletters, books, etc.	Yes / No		

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California Research Institute, San Francisco State University.

CALIFORNIA RESEARCH INSTITUTE
DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO PROMOTE COLLABORATION

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
a) Create public policy forums inviting relevant agency personnel to review joint policy directions	Yes / No		
b) Develop courses with Institutes of Higher Education	Yes / No		
c) Participate on joint agency task forces	Yes / No		
d) Develop interagency agreements as appropriate	Yes / No		
e) Facilitate roles for advocacy groups within the change process	Yes / No		

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FOCUS: ACTIVITIES TO PROMOTE COLLABORATION

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
f) Establish a statewide Advisory Board	Yes / No		
g) Involve Regular Educators	Yes / No		

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DISCREPANCY ANALYSIS WORKSHEET

FOCUS: DISSEMINATION ACTIVITIES

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
a) Present at local, state, and national conferences – Develop co-presentations with local sites	Yes / No		
b) Develop newsletters, articles, manuals, videotapes, etc.	Yes / No		
c) Conduct statewide and districtwide mailings	Yes / No		
d) Utilize "trainer of trainers" approach to disseminate widely	Yes / No		
e) Utilize regionalized approach for delivery of inservice training	Yes / No		

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DISCREPANCY ANALYSIS WORKSHEET

FOCUS: DISSEMINATION ACTIVITIES

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
f) Utilize existing district "information" fairs to disseminate best practice information	Yes / No		

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DISCREPANCY ANALYSIS WORKSHEET

FOCUS: ACTIVITIES TO EVALUATE THE CHANGE PROCESS

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
a) Conduct analysis of state and local policies changes, state compliance review process and findings, and number of state agency waiver requests	Yes / No		
b) Collect count data on the number of students moved into age-appropriate integrated environments per year	Yes / No		
c) Conduct longitudinal analyses of statewide child count data	Yes / No		
d) Conduct external evaluation of systems change process	Yes / No		
e) Collect qualitative data	Yes / No		

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FOCUS: ACTIVITIES TO EVALUATE THE CHANGE PROCESS

SYSTEMS CHANGE ACTIVITY	STATUS: Is this type of activity taking place?	IF YES, DESCRIBE ACTIVITY	IF NO, DESCRIBE ACTIONS NECESSARY TO ESTABLISH THIS TYPE OF ACTIVITY
f) Analyze best practice checklist data	Yes / No		
g) Conduct Schedule Analysis	Yes / No		
h) Conduct Social Interaction Assessments	Yes / No		
i) Conduct Pre - Post I.E.P Reviews	Yes / No		
j) Conduct participant evaluations of training events			

K[illegible]soff, P. (1991). Systems Change: Discrepancy Analysis Worksheets. California Research Institute, San Francisco State University.